DOCUMENT RESUME

ED 266 208 UD 024 696

TITLE	Review of Multicultural and Migrant Education.
INSTITUTION	Australian Inst. of Multicultural Affairs, Melbourne (Australia).
REPORT NO	ISBN-0-949890-00-6
PUB DATE	Sep 80
NOTE	160p.
AVAILABLE FROM	Australian Inst. of Multicultural Affairs, 300 Queen Street, Melbourne 3000, Australia.
PUB TYPE	Reports - Descriptive (141) -- Reports - Evaluative/Feasibility (142)
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Adult Education; *Cultural Differences; Elementary Secondary Education; *English (Second Language); *Foreign Countries; Government Role; *Immigrants; *Multicultural Education; *Native Language Instruction; Postsecondary Education; Private Schools; Public Schools; Research Needs
IDENTIFIERS	*Australia

ABSTRACT

The objectives of this review of multicultural and migrant education in Australia were to survey nationally current activities; assess whether programs can be improved and, if so, make recommendations for change; and identify areas requiring further research. The review covers the following topics: (1) patterns of Australian multiculturalism; (2) issues of education in a multicultural society, with discussion of teaching English as a second language, teaching of community languages, and studies of ethnic and cultural diversity; (3) community views on multicultural education; (4) discussion of relevant activities in government, Catholic, and non-Catholic independent schools; (5) the role of ethnic schools; (6) how tertiary institutions contribute to multicultural and migrant education through teaching community languages, preparing teachers of English as a Second language, and courses in cultural and ethnic diversity.; (7) issues of adult migrant education including home tutoring, courses in industry, and English teaching by television; and (8) what the government support structures are for multicultural education. Recommendations for action are made where clearly applicable and areas for further research are identified. A summary of conclusions and recommendations is included as well as a listing of contributors. (CG)

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REVIEW OF MULTICULTURAL AND MIGRANT EDUCATION

ED 026696

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570 BOURKE STREET, MELBOURNE 3000 (03) 602 4777

ISBN 0 949890 00 6

Typeset from word processing diskettes by
Graphicset Pty. Ltd., Mitcham
Printed by Riall Print Pty. Ltd., Port Melbourne

REVIEW OF MULTICULTURAL AND MIGRANT EDUCATION

AUSTRALIAN INSTITUTE OF
MULTICULTURAL AFFAIRS

SEPTEMBER 1980

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PREFACE

The Australian Institute of Multicultural Affairs is required by its Act to promote a cohesive Australian society by developing among Australian people an awareness and understanding of the diverse cultures resulting from the migration of various ethnic groups, and an appreciation of their contributions to the enrichment of the total community.

Education is fundamental to this object. The Council of the Institute accordingly determined that its first work project would be to prepare a review of multicultural and migrant education throughout Australia.

In this Review the term multicultural education is used to refer to the studies encompassing three broad strands — the teaching of English, the teaching of languages other than English used in the Australian community, and the study of ethnic and cultural diversity in Australia. Multicultural education is relevant to all Australians, and it embraces the various programs of migrant education which focus particularly on recent arrivals with limited English.

Although Aboriginal people are obviously a part of Australian multicultural society, Aboriginal studies and special Aboriginal education programs were not included in the Review. Separate administrative arrangements apply to those areas and as the Minister for Immigration and Ethnic Affairs made clear in November 1979, in his second reading speech on the Bill to establish the Institute, it would not overlap the functions of the Department of Aboriginal Affairs or the Australian Institute of Aboriginal Studies. Those authorities are aware of and interested in the Institute's Review.

They have been advised that the Institute will co-operate, if they wish, in any review of Aboriginal education or Aboriginal studies initiated by the relevant bodies.

The objects of this Review are, broadly:

- to survey nationally current activities in multicultural and migrant education
- to assess whether programs can be improved, and if so, to make recommendations for change
- to identify areas requiring further research

The Review examines community views on multicultural and migrant education, relevant activities in primary and secondary schools in the government, Catholic, and non-Catholic independent sectors, and in tertiary institutions — universities, colleges of advanced education, and technical and further education institutions — ethnic schools, programs directed towards adult migrant education, and government support structures affecting these areas. Where there is a clear need for action, appropriate recommendations have been made. Moreover, the Review establishes a basis for further examination of multicultural and migrant education in Australia, to assist in development of policies, and to plan and monitor change in an area which is of vital importance to our nation.

It did not prove practicable to cover all aspects of multicultural education. One major area which had to be omitted from the Review is pre-schooling and child care. Programs for adult migrants were reviewed on a selective basis only. The On-Arrival Program for adult migrants will be the subject of a supplementary report.

This is a Review by the Council of the Institute, but it has been prepared with the help of many people — the staff of the Institute, officers from Commonwealth and State departments and statutory authorities and from other bodies such as Catholic education offices, ethnic organisations, schools and tertiary institutions, together with consultants and commissioned researchers and other distinguished academics. The Council of the Institute places on record its thanks to all of the people and organisations involved with the preparation of the Review.

SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

The Review puts forward the following conclusions and recommendations:

Chapter 1: **Australian Multiculturalism**

The pattern of immigration into Australia has made our nation an ethnically and culturally diverse society. The commitment of Australia's ethnic groups to maintaining aspects of their cultural heritage is clear, and this is not only compatible with, but supportive of identification with Australia. Since the end of the 1960s, successive governments have pursued a policy of responding to the needs and aspirations of ethnic groups, which has come to be known as one of multiculturalism. This is the most appropriate and constructive policy for our society, and is in keeping with the diversity and freedom of choice that is an essential part of Australia's character. To fully realise Australia's potential, meet the responsibilities and reap the benefits inherent in the composition of our population, it is necessary that all Australians be afforded equality of opportunity to participate in the life of the nation and maintain their ethnic and cultural heritage within the law and the accepted political framework.

Chapter 2: **Education in a Multicultural Society**

There are three relatively distinct strands related to multiculturalism which education in Australia should embrace — the teaching of English as a second language, the teaching of community languages, and studies of ethnic and cultural diversity in Australia.

The teaching of English as a second language seeks to ensure that all Australians, irrespective of the language they use at home and in the community, can acquire a sound working knowledge of the nation's language. The opportunities to learn English should be readily accessible and appropriate to the needs of a wide variety of students. The teaching of languages used in the Australian community is of importance to all Australians and the opportunity to learn them should be available at all educational levels both within and outside the formal educational system. Studies of ethnic and cultural diversity in Australia have several substantive themes — the nature and implications of multiculturalism in Australia; migration issues; and studies of specific ethnic cultures.

Chapter 3: **Multicultural Education: Community Views**

The Institute's community consultations reveal a broad and striking commitment among ethnic groups to the view that education has a fundamental part to play in the development of multiculturalism. Education is widely seen as a means through which ethnic communities become involved in the larger society and through which they can retain their linguistic and cultural heritage. At the same time, it is felt that education should enable all groups to have access to each other's cultural traditions, thus promoting cultural diversity within a framework of social cohesion. These are perspectives that have been explicitly and publicly adopted by a wide range of education authorities and professional bodies, and all the political parties represented in the Commonwealth Parliament.

As well as identifying the broad consensus on multiculturalism, the consultations highlighted a number of key concerns:

- the availability of English-language teaching for those who need it
- the opportunity to study community languages and cultures
- support for ethnic schools
- the development of a multicultural perspective in educational curricula

Chapter 4: **Schools**

There has been a high degree of willingness on the part of school system administrators and individual schools to respond to the needs of multicultural education. There have been positive efforts to develop studies of cultural diversity, languages used in the Australian community and English as a second language in the Australian school sector. A great deal of experimentation has taken place. At the same time, however, a range of difficulties and obstacles have been encountered. They fall broadly under five main headings. These are:

- relationships with funding authorities
- the availability of suitably trained teachers
- the development of curricula and the availability of suitable materials
- the constraints on the individual school
- research

It is clear that these obstacles have inhibited the effective pursuit of multicultural education, despite commitment at the highest policy levels within the school systems and by individual schools in the independent group. The existence and significance of the obstacles are drawn to the attention of the appropriate authorities, including the funding agencies located within the Commonwealth sector. It is also clear that the data base upon which assesments have to be made is inadequate.

Recommendation 4.1: It is recommended that the Commonwealth seek to develop with the States, machinery for the uniform collection of quantitative and qualitative information in respect of the need for and the provision of all aspects of multicultural education, including studies of cultural diversity, community languages and English as a second language. This information should be in such a form as to provide a clear base for policy development, planning, and monitoring.

Recommendation 4.2: It is recommended that at least three comparative research studies be undertaken in different States into the effectiveness of

different approaches to teaching English as a second language for different age groups and types of learner (first and second phase).

Recommendation 4.3: It is recommended that an effective descriptive and diagnostic test be developed for classroom use, to identify the ESL needs of students and especially of second phase learners.

Chapter 5: **Ethnic Schools**

Ethnic schools have grown considerably over the last 5 years. Their present enrolments stand at 97,500 and they continue to enjoy the strong support of ethnic communities and an increasing number of educational authorities and State governments. The choice is not whether ethnic schools will continue to add to the education of a substantial proportion of Australian children, but whether this education will be of a type and quality commensurate with their role as components of the total system of education in Australia. At present "educational conditions in most ethnic schools are poor, reflecting such factors as lack of resources, inadequate accommodation, the use of untrained teachers and administrators, and inappropriate teaching materials."

Recommendation 5.1: It is recommended that for an interim 2 year period, a per capita grant of $30 per pupil should be made available to approved ethnic school authorities providing supplementary community language and culture programs, including insertion classes, on an open admission and non-profit making basis. This grant is to be used solely for education and education related purposes including salaries of teachers, curriculum development, supply and development of teaching materials and related equipment, and rental of suitable premises. This grant would be conditional on these authorities supplying information on the number of students, their ages, normal day school enrolment, time and duration of class, subjects covered, the use of the grant, and an audited statement of expenditure.

Recommendation 5.2: Further, in order to identify the specific needs of ethnic schools, it is recommended that a detailed survey of ethnic schools should be undertaken. The survey's focus should include an examination of the special needs of the smaller ethnic communities, and those more recently arrived, modes of upgrading teaching qualifications, curriculum materials, equipment and administrative support. The survey should be completed expeditiously, and form the basis of recommendations to the government.

Chapter 6: **Tertiary Institutions**

Each of the three strands of multicultural education — the teaching of languages used in the Australian community; studies of ethnic and cultural diversity in Australia; and the teaching of English as a second language — relates directly to the responsibilities inherent in the goals and purposes of the tertiary system.

Community Languages. In 1980, the demand and support for community languages are indisputable and the need for their teaching in universities has become increasingly urgent. There is also a need to overcome the disadvantages

to which community languages are subject in terms of improving staff-student ratios and in remedying the inadequate access to existing courses. Action that increases the possibility of anglophones successfully completing studies in community languages is also necessary.

Recommendation 6.1: The Institute recommends to the Tertiary Education Commission that it make available eight recurrent grants of $50,000 each (September, 1980 prices) in the 1981 academic year for the establishment in universities of courses in community languages and culture. In consultation with ethnic communities, universities and other interested parties, distribution of these grants should be determined on the basis of need and demand so as to:

- overcome the under-representation of certain community languages already taught
- introduce community languages not yet taught in any university

Recommendation 6.2: The Institute recommends that, in order to preserve student access to courses while avoiding the dangers inherent in unnecessary duplication, the Tertiary Education Commission provide guidance for universities and CAEs to review their admission policies where necessary so that qualified applicants wishing to undertake studies in specific languages may be admitted to the appropriate institution.

Recommendation 6.3: Given the problems of access that arise when courses in a particular subject are not available in a large number of institutions, the Institute recommends that the Tertiary Education Commission should assist those responsible for languages taught at a restricted number of institutions to develop facilities for external studies.

Recommendation 6.4: It is recommended that the Tertiary Education Commission provide clear guidance for institutions in their attempts to negotiate co-operative arrangements among themselves for the offering of community language courses.

Recommendation 6.5: The Institute recommends that the Tertiary Education Commission encourage and support the full development of existing courses in community languages in universities, and that appropriate steps be taken to overcome present imbalances in staffing levels in these courses.

Recommendation 6.6: The Institute recommends that the government establish a working party to investigate the setting up of national proficiency ratings in community languages. This working party should report to the Government within eighteen months.

Teacher Education in Teaching English as a Second Language (TESL). There appears to be a general consensus by education systems about the need for specialist ESL teachers, and for some TESL training in all teacher pre-service courses. Since 1971, there has been an expansion in TESL units in teacher training institutions in all States and Territories.

Nonetheless, development over the last decade has been slow and it is frequently argued that prospective and practising ESL teachers have not been adequately supported in gaining appropriate, recognised qualifications. Nor have teachers in the general stream of training received sufficient exposure to the principles of ESL teaching/learning to develop appropriate skills and attitudes to be effective in their own classroom or school.

The study detected these concerns among teacher educators and State Education authorities about the adequacy of TESL training at both primary and secondary teacher levels.

The National Inquiry into Teacher Education, under the chairmanship of Professor J J Auchmuty has received submissions from a number of sources on teacher education in TESL. It is expected that the Inquiry will make specific recommendations in the area of TESL.

Cultural and Ethnic Diversity. There are many courses in the tertiary system which could readily incorporate some treatment of ethnic and cultural diversity in Australia, but few utilise available opportunities. Efforts need to be made to rectify this situation.

Recommendation 6.7: The basic strategy recommended by the Institute is the encouragement of widespread incorporation of multicultural perspectives within appropriate existing general studies units. In view of the considerable range of both staff and courses currently engaged in the tertiary system, the Institute does not recommend the allocation of additional funds to promote new units or the suggested incorporation strategy.

Recommendation 6.8: The Institute recommends that the TEC encourages, in ways the TEC deems most effective, the widespread incorporation of multicultural perspectives within appropriate units.

The Institute also suggests the TEC consult it on submissions received and note when considering funding priorities the small number of relevant courses and units presently available.

The relevance to professions and occupations of an understanding of ethnic and cultural diversity in our society is an issue largely neglected in professional and vocational courses, including teacher education. The TEC has advised that it is only in special circumstances that the Commission may seek to foster a particular development. The Institute now suggests that such circumstances do exist and requests the TEC to respond accordingly.

The Institute also believes that there should be consultation between the TEC and professional and vocational bodies involved in tertiary education in order to determine the most effective way to incorporate multicultural perspectives into training courses.

The Institute supports the multicultural centres which have been established to research, teach and support studies of ethnic and cultural diversity in Australia. It regards the activities of these centres as of considerable significance in encouraging the incorporation of multicultural perspectives within existing courses and units in their institutions. The Institute therefore draws the attention of the TEC to the financial difficulties which threaten the existence of the Multicultural Centre at the University of Wollongong.

Chapter 7: **Adult Migrant Education**

The Home Tutor Scheme

The Scheme as it now operates appears to be meeting certain community needs, although there is a serious shortage of tutors and lack of suitable teaching material, and it is questionable whether tutor training and supports are adequate.

Recommendation 7.1: It is recommended that the Scheme continue broadly on its present basis. Additional financial input would require a degree of assessment and professionalisation contrary to the essential nature of the Scheme. It is further recommended that:

- the allocation of funds between States be reviewed in order to equalise the degree of administrative and professional support possible
- local administrative responsibility be offered to the South Australian and Queensland governments
- the Home Tutor Kit and related materials resources be reviewed and upgraded
- the initial and continuing training provided for tutors be reviewed and upgraded

Courses in Industry

The courses meet real needs by providing English instruction in the workplace for migrant employees. Courses are generally too short, however, and not always held at the best times, while course materials and teacher training are limited. Course numbers have not reached the levels proposed in the Galbally Report.

Recommendation 7.2: It is recommended that expenditure on the "Courses in Industry" be raised to the level recommended in the Galbally Report (1978) in order to overcome the problems which were noted by the Report and which are still present in the Scheme.

Teaching English by Television

Television can provide the means of reaching almost all the 400,000 migrants who have low levels of English.

Recommendation 7.3: It is recommended that the proposed multicultural television service use its own funding to research and develop a new series of English-teaching programs, in consultation with relevant educational bodies, to meet the needs of non-English-speaking Australians.

Recommendation 7.4: It is further recommended that the program be shown at a reasonable hour, on a regular basis, with adequate station publicity.

Recommendation 7.5: It is recommended that the programs be provided free of charge to commercial stations in capital and provincial cities where the multicultural television service is not operating.

A successful teaching series will need to be based on available research as well as the experience gained from programs already shown in this country. Experimental studies will be necessary to assess the teaching effectiveness of segments. Provision should therefore be made for revision and adaptation of programs on the basis of research. Written material in each community language is essential, together with distribution through Migrant Resource Centres and other similar agencies. Audience size should be maximised through effective publicity and program content promotion. Support material in the ethnic press and other media will also be vital.

Chapter 8: **Government Support Structures for Multicultural Education**

Advancing government policies on multicultural and migrant education is a complex and continuing task involving all sectors of education. The financial resources flowing to support multicultural and migrant education are examined, as well as the support involved in the Child Migrant and Multicultural Education Program, the Adult Migrant Education Program, the tertiary education system, curriculum and materials development and resources.

The dominant conclusion emerging from an examination of agencies and programs in the multicultural education area is that activity, effort and commitment of resources is severely circumscribed by the lack of any sustained organisational focus or coherence. The difficulties arise because the various aspects of multicultural education are separated from one another. The continuing pursuit of the government's objectives suggest that advances need to be made in a well-phased and co-ordinated way. There is a need for more effective monitoring of program implementation, more knowledge about the actual utilisation of funds, and thorough evaluation of program effectiveness.

Specific recommendations made in the chapter are:

Recommendation 8.1: The Institute recommends that research in multiculturalism is a suitable field for which the encouragement of concentration is appropriate and will have additional and very positive consequences for teaching and in satisfying national objectives. It is further recommended that the TEC consult with the Institute in determining suitable Centres of Concentration.

Recommendation 8.2: The Institute recommends that, as multiculturalism and multicultural education are likely to be of increasing importance to the TEC, as the Institute is required under its legislation to be concerned with multicultural education matters and to conduct and sponsor research in multicultural affairs, and as both bodies will be interested in each of these developments, the TEC and the Institute establish close working relations with respect to these matters.

A number of research and operating bodies, such as the ERDC, have interests in investigating and evaluating the various dimensions of education in a multicultural society. Further progress in this area requires a more coherent organisational thrust. It is proposed that ERDC and the Institute expand the relations already established.

It is reasonable to expect that the Report of the National Inquiry into Teacher Education (Chairman: J J Auchmuty) will make proposals on specialist and general teacher training needs with respect to the teaching of migrant children. The Institute is anxious to be informed of these recommendations as soon as possible and would wish to be consulted by the TEC before final decisions are taken about those aspects of the Auchmuty Report.

1 Australian Multiculturalism

The Australian population derives from three groups: the Aboriginal people; immigrants; and their descendants. In the 19th century the immigrants came mainly from the United Kingdom (the English, Irish, Scottish and Welsh), although there was also a considerable influx of other nationalities, including Germans, Poles, Chinese, Americans, Scandinavians and Hungarians. As the century passed, immigration slowed, until at the time of Federation in 1901, 77% of the population had been born in Australia and 18% in the United Kingdom. The restrictive immigration policies of the first half of the 20th century reinforced this pattern. In 1947 the Australian population was predominantly of British origin, with 90% Australian-born and 7% born in the British Isles.

2. Post-war immigration policies changed this situation dramatically. The range of countries from which immigrants have come has widened considerably to include northern, eastern, and southern Europe, the Middle East, Asia, North and South America, Africa and the Pacific. Of the 3.3 million immigrants who have arrived since 1947, 42% have been from Britain, with the remaining 58% coming from more than 100 different countries. By 1978-79, for the first time, Britain and Ireland provided fewer of Australia's settlers than did Asia. According to the most recent estimate available, of the 14.3m persons resident in Australia in 1978, 3.3m or 23.25% were not of Anglo or Celtic origin. The latter proportion includes 3.29% of the total population who were of non-European origin; these include Aboriginal Australians as well as persons of Asian, Polynesian and several other minor non-European descent groups (Price, 1980). Such vast changes in the nature of the immigrant sources have made Australia one of the most ethnically diverse societies in the world.

3. Australia has attracted immigrants for both economic and political reasons. Many immigrants came to this continent in the belief that it was a land of promise and economic opportunity. The political attraction of our country was in part that it provided a refuge for those escaping the ravages of war, revolution or persecution. More fundamentally, for many immigrants Australia held out the prospect of being a more tolerant and liberal society. They valued the opportunity which they perceived was offered in Australia to retain and develop their own personal identity and beliefs, and to live in a stable society without violent conflicts.

4. Whether immigrants seek to enlarge their opportunities or seek a more tolerant society to live in, their hopes rest on secure foundations. Australia is a democracy composed of a great plurality of interests — political, economic, religious and social — which recognises that politics is a process of reconciling different interests peacefully, and choosing by electoral means which of the competing political parties shall govern. Pluralism in the sense of the recognition of the diversity of political interests and competing groups within the framework of parliamentary democracy is a feature of our political system.

5. In the religious sphere, people are free to worship or not, as they please. Not merely have there always been many sects within the one body of Christian belief, but over time the Christian denominations were joined by sizeable non-Christian religious groups — Jews, Moslems, Buddhists — and non-believers. Just as in politics, so in religion, differences have generated tensions and conflicts. Yet, gradually, religious differences have found mutual accommodation and the prejudices once evident in many facets of life have abated.

6. Australia has profited from variety; it has learnt to mediate and compromise a variety of domestic conflicts; it has learnt to live with and control its social differences; and it has been able to offer some opportunity to everybody. It is this that helps to explain its stability, cohesion and its attraction for migrants.

7. The foundations of a pluralistic society are well established in Australia, and it is in this context that a response to ethnic diversity needs to be placed. It is obvious that since 1947, as a result of government immigration policies, great changes have taken place in the composition of the Australian people. The scale of the demographic change, and the diversity it has brought, is impossible to ignore. Even in the inconceivable event of immigration being permanently arrested tomorrow, these changes would continue to affect almost every aspect of Australian life — our politics, economics or culture. The question is how best to respond to the situation that roughly one in every four of the population is overseas born, that Australia contains some eighty distinct ethnic groups, speaking more than sixty different languages, and belonging to a variety of religions.

8. The sense of identity of each person is derived from many sources, including upbringing, experience of family and school, and the social and religious content of their environment. Ethnicity, the feeling of belonging to a particular group, whether by national origin, religion or race, or a combination of these elements, is another such source.

9. Ethnicity can manifest itself in many ways. Where strong ethnic attachment is shared by a number of people, it can form the basis of community life ranging from informal social networks to formal institutions and organisations.

10. Important as communal organisation is to the expression of ethnic sentiments, the key role of the family in perpetuating these attachments needs to be stressed. This influence is paramount even among those ethnic groups which, over time, have found the language component of their cultures markedly weakened. The traditional belief that the family is a group in which all can depend upon each other is often strengthened in the new country.

11. For almost three decades there was an insistence that immigrants to Australia should discard the culture, language and values that were part of their heritage, and fit as quickly as possible into a common mould. Indeed, schools were consciously used as a direct means of achieving the cultural assimilation of ethnic children, by immersing them in the way of life of the majority and eliminating their native cultures. Despite the thrust of assimilationist policies, ethnic groups established a range of neighbourhood clubs, ethnic schools, scouts, cultural organisations, and other bodies to support their ethnic identity.

12. By the end of the 60's there was a general realisation that the policy of imposed assimilation was a failure. But beyond the awareness of failure was the growing recognition that the policy was unacceptable because it rejected the very commitment to diversity that is essential to other parts of our nation's character; because it not only denied Australians the benefits that exposure to other cultures brought, but would unwittingly breed its opposite, ethnic separatism, and an associated political divisiveness; and because it was insensitive to the obligations incumbent on a society which promotes immigration. Since the end of the 1960's successive governments have committed themselves to the view that Australian society is capable of a creative response to the fact of Australia's ethnically based cultural diversity. The most appropriate and constructive option it can pursue is one that has become known as a policy of multiculturalism.

13. There has been considerable discussion about the concept of multiculturalism and its definition. In the context of this Review, and indeed in general parlance, it has two meanings. The first refers to a social and demographic fact — that Australia is a society where, although the primary language is English, there is an ethnically-based cultural and linguistic diversity existing within a framework of consensus on democratic values and institutions. The second meaning of multiculturalism is a policy response which takes into consideration the goals, aspirations and needs of the nation's ethnic groups.

14. The fact that Australia is ethnically and culturally diverse — and is likely to become more so in the foreseeable future — presents both a challenge and an opportunity. Under what circumstances can diversity and unity co-exist? How can the potential of social pluralism be tapped for all? These questions throw into sharp relief the issues involved in Australia's identity as a stable, cohesive, democratic and multicultural society. They impose responsibilities upon all Australians and offer them benefits in return. In order to realise the potential of Australia to be a uniquely rich and dynamic society with equality of opportunity for all, to meet the responsibilities and reap the benefits inherent in the composition of our population, it is necessary:

- that citizens conduct political activity within the framework of Australia's parliamentary democracy

This provides the setting within which a diversity of social, religious, economic and ethnic values can be pursued without disruptive fragmentation and division. It is indeed generally accepted by Australians of all ethnic backgrounds.

- that English is accepted as the official and pre-eminent common language

This constitutes, in fact, an essential value which is not disputed by ethnic groups, and is not at all incompatible with the active use and study of languages other than English. It is essential for effective participation in the society and requires that non-English speakers have the opportunity to learn the language which provides access to so much of the nation's life.

- that all Australians, regardless of ethnic and cultural background be afforded equal opportunity to participate in the political, economic and social life of the nation

Ethnically based cultural diversity can contribute to social division where it overlaps with social deprivation, or is used by a majority group to discriminate against a minority. Under such circumstances, the attempt to suppress ethnicity will tend to exacerbate rather than eliminate conflict.

- that Australians of all backgrounds be afforded the opportunity to maintain and develop their ethnic and cultural heritage within the law and accepted political framework

Access to one's linguistic and cultural heritage has been seen as a powerful individual and social factor. This access is of importance not just to particular ethnic or cultural groups, but to all other Australians as well. It offers them an entry point to new ideas and perspectives, and creates communication between groups from which society at large can benefit greatly.

15. It should be stressed that the maintenance of ethnic heritage not be regarded as being at odds with national loyalty. As the point was recently expressed, "one can love Australia and be an effective member of Australian society while retaining an affection [for] and preserving the cultural heritage of one's country of origin." (Fraser 1979).

16. The evidence suggests that ethnic indentity is not only compatible with but actually supportive of identification with one's new country. In Australia, for example, studies of young Polish-Australians have revealed that a strong ethnic attachment was linked with an equally strong commitment to Australia as their home. Taft's analysis of ethnic identification among Jewish-Australians "brings out the positive relationship between Jewish identification and identification with Australia". (Taft 1973). The same findings have been made in Canada. A survey conducted by Richmond in 1970, concluded that "given the pluralistic situation in Canada ... retention by immigrants of a self-definition in terms of their own racial, religious or national origin was quite compatible with a strong commitment to Canada as a place of permanent residence where they felt they belonged ...". (Richmond 1974 p.175). The data also showed that members of minority groups who emphasised their ethnic identity by refusing to label themselves "simply" Canadian, "showed a very high level of commitment to Canada".

17. To meet the responsibilities and realise the benefits of multiculturalism in our society requires a responsiveness by major political, economic and social institutions to the facts of ethnic and cultural diversity. The education system of Australia at all levels, formal and informal, is one of the central institutions to which one must look for such responsiveness, and it is for this reason that the present review was undertaken.

2 Education in a Multicultural Society

Education is the process whereby people acquire knowledge, skills and attitudes. For society at large, education is a means of ensuring social, cultural and economic maintenance and progress. For the individual, it offers personal development, the basic skills needed to operate effectively in society and access to socially valued roles and occupations.

2. It is characteristic of modern societies that much of their educational activity is conducted by a large number and variety of formal institutions. The appropriateness and relevance of education — from the perspective both of the individual and society — will be largely determined by the extent to which it reflects and responds to social realities. An evaluation of the knowledge, skills and attitudes these institutions transmit cannot be undertaken without reference to their social environment. The sections which follow explore some of the main implications of multiculturalism for education.

Education and the Transmission of Knowledge

3. The educational system is concerned with the transmission of various kinds of knowledge. There is a range of basic social knowledge which is needed by all individuals for effective participation in society. In our modern industrialised society the important components of this include literacy and numeracy, and an awareness of Australian society and how its basic economic, political and welfare systems function. There is also more specialised knowledge of the kind which has traditionally been organised into various subject disciplines within the arts and humanities, such as history, and the natural, applied and social sciences.

4. The transmission of knowledge serves several fundamental individual and social purposes. Personal development, the realisation of an individual's ability and potential, is achieved through the acquisition of basic and specialised knowledge relevant to the individual's cultural and social circumstances. The opportunities for personal development increase with a higher level of knowledge and learning capacity.

5. Social Interaction is facilitated when all members of society share a common base of knowledge. This applies not only to people engaged in everyday pursuits in their social and occupational lives, but also to communication between professionals or academics, where the amount of shared knowledge is of a much more technical and specialised kind.

6. The maintenance and development of society require members of each new generation to learn the basic knowledge that governs the patterns of everyday life. Much of its character and its cultural heritage will be contained in

the body of specialised knowledge accumulated over centuries of communal existence.

7. Australian society is characterised by a consensually shared political and economic framework within which there flourishes a considerable degree of ethnic cultural variety. This social context has a number of major implications for knowledge transmission.

8. The English language is the official and pre-eminent language of Australia, and is therefore an area of basic knowledge that should be acquired by all Australians from whatever background they may originate. It facilitates the conduct of everyday life, access to the mainstream of culture, and participation in the major political, economic and social institutions of the country.

9. Within the Australian community there are a number of languages other than English which are spoken by or central to many people, and which will be referred to in this Review as "community languages". For Australians of non-English speaking backgrounds, the language of their ethnic or cultural roots may be as important for their cultural identity as is English for the majority group. For those who value their ethnic identity, knowledge of their community language allows individuals to attain a deeper personal development. The relationships between members of the same ethnic group are greatly enhanced by the knowledge of their native language, which often constitutes an important aspect of communication and cohesion within families. The learning of community languages by Australians of other ethnic or cultural origins enhances the possibility of social interaction across cultural boundaries, and allows a deeper and more authentic involvement within the particular ethnic cultural context.

10. The education system should enable all Australians to be aware of the diversity of the component ethnic cultures of our society and appreciate their significance. In addition, it should provide opportunities for the study of particular groups, their history and culture. An understanding of a variety of cultures greatly extends the area of "taken-for-granted" meanings in social interaction. The acquisition of such understanding by Australians of English-speaking backgrounds is of considerable significance for those of other origins to feel that they are indeed accepted as equal partners in the multicultural society. The provision of appropriate courses of this kind also serves the personal and social needs of students from the relevant ethnic groups.

Education and the Acquisition of Skills

11. Society provides means through education for the acquisition of "skills" required to undertake specific occupational roles in the community. This ensures a supply of people who can provide essential social and economic services, and for the individuals concerned, the skills are often an avenue to many of the most desired, prestigious and rewarding occupations.

12. Many of these occupations, particularly in the fields of law, health, education and social welfare, have very clear social dimensions for practitioners. In a multicultural society this means it is essential to have an awareness of the relevance of the client's ethnic and cultural background to the way in which issues are presented and how they may be resolved.

13. In the case of non-English speaking immigrants who have already acquired high levels of skill in their home countries, the urgent need is the acquisition of sufficient English to enable them to put their expertise to good use in Australia. Unless this is achieved there is not only a personal cost to those involved, but also a considerable loss to the community.

Education and Attitudes

14. Beyond the family, society looks to its educational institutions to impart and promote what are regarded as socially positive attitudes and values. Civic studies and activities for example may be undertaken to develop an appreciation of the existing political framework, and to encourage students to become informed and active citizens with critical capacities. Schools may create situations which foster teamwork and co-operation, or teach notions of "fair play" in competitive situations. A number of professional and vocational training courses, such as law, medicine and education, devote attention to the ethics involved in the practice of the profession or vocation.

15. Socialisation, the inculcation of what are regarded as acceptable and desirable attitudes and values, is clearly an important process. The family is paramount here, and the education system is one of society's formal institutions to further the progress. It has great impact, particularly in the formative years of people's lives. Its success or failure manifests itself in such key issues as the extent of social cohesion or division, and the conduct and resolution of conflicts between individuals and groups.

16. In a multicultural society attitudes towards diversity and unity are vital to the relations which develop within the society as a whole and between its component ethnic and cultural groups; to the ability to live and work together harmoniously; and to the desire to make use of the cultural wealth which diversity affords.

17. As the Committee on Multicultural Education of the Australian Ethnic Affairs Council declares: "Cohesion and unity in living together in Australia are goals which must be seen by all sections of the community as being of central concern and consistent with rather than contradictory to the ideals of intercultural understanding and improved communication." (Australian Ethnic Affairs Council 1979, p.12).

Three Strands of Multicultural Education in Australia

18. What has emerged are three relatively distinct strands which education in Australia should embrace — the teaching of English as a second language, the teaching of community languages, and studies of ethnic and cultural diversity in Australia.

19. The teaching of English as a second language seeks to ensure that all Australians, irrespective of the language they use at home and in the community, can acquire a sound working knowledge of the nation's language.

20. The opportunities to learn English should be readily accessible and appropriate to the needs of a wide variety of students. For example, the time and occasion available for study differs greatly as between a migrant in a hostel, a child at school, a person in full-time employment, and a mother of young children at home.

21. Similarly, there are considerable differences between the type of language skills required on-arrival by someone who has no English whatsoever, and a professional person who has an adequate grasp of "everyday" language, but not the technical mastery required to pursue his or her occupation.

22. The teaching of languages used in the Australian community is of importance to Australians of all backgrounds in a variety of ways, and the opportunity to learn these languages should be available at all educational levels both within and outside the formal educational system.

23. The teaching of community languages to children whose mother tongue is not English, raises the issue of bilingual education — the use by schools of both a community language and English as mediums of instruction for significant parts of the curriculum. Bilingual education has been advocated on a number of grounds. Continuity between childrens' home and school experiences is seen to be an important element in their personal development. Further, the enjoyment of school, and ability to master subjects depends on being able to understand what is being taught. Linguistic research suggests that the active use and study of the community language may promote rather than retard the bilingual child's English language and literacy skills.

24. Overseas experience of bilingual education dates back nearly three decades and in recent years a number of schools in Australia have introduced bilingual education programs where there is a high concentration of children from the same non-English speaking background. The role and practice of bilingualism however, remain the subject of considerable debate amongst educationalists.

25. Of course there are important reasons other than "multicultural" ones for the teaching of languages, and these will help determine the range which the educational system should offer. For instance, languages are important to Australia as a nation in her trading and other relationships with the world.

26. Studies of ethnic and cultural diversity in Australia have several substantive themes which lend themselves to concentrated, specialised study but may more appropriately be incorporated into existing curricula and disciplines. In broad outline these are:

- The nature and implications of multiculturalism in Australia — among the many perspectives pertinent in this approach are the historical development of Australian society and the role and contributions of different ethnic groups; the sociology of Australian life in terms of the central role of values, and particularly culturally derived values, in shaping identity, awareness and attitudes; the impact and implications for politics and public policy; the responses of other major sectors of Australian life such as the legal, health, communication and economic systems to social diversity; discrimination and prejudice; analytical study of the related concepts of multiculturalism,

ethnicity and pluralism; the comparative study of differences between cohesive societies like Australia and divided, fragmented societies.

- migration issues — the reasons for and nature of migration from the perspectives of source countries, Australia and migrants themselves; the position and experience of the migrant in Australian society in terms of economic adaptation (e.g. employment), identity and social relationships (family, friends and social interaction generally); migrants and health, welfare, educational and legal services; immigration policies and general political responses to immigration and immigrants; social responses to immigration and immigrants.

- studies of specific ethnic cultures — a more detailed exploration of specific ethnic groups ranging from history, heritage, adaptation in Australian society, values, mores and religion to literature and cuisine.

27. While the purpose of this Review is to assess the responses of the education system to the multicultural realities of Australian society, it is instructive to set these within the context of earlier approaches to non-British cultures and languages. Broadly, two such approaches can be described and may be labelled "classical" and "internationalist". The last decade has seen the evolution of the "multicultural" approach.

The Classical Approach

28. For the greater part of the last two hundred years the Australian education system has essentially modelled itself on British experience, from which it drew much of its structure, methods and curriculum material. While this emulation is understandable in view of the composition of the Australian population, even in the 19th century there were significant communities who felt that this education system was insufficient for their purposes in that it did not reflect their religious and other values. This is evidenced by the establishment of Catholic schools by Irish-Australians, Lutheran schools by German-Australians, and a Jewish Day School in Sydney. The dominance of the British model did not however, mean that studies were confined to English language and culture. From the outset, school and university programs offered significant subjects and courses relating to other cultures. Following traditional notions of liberal education, they chose to study the languages, literature, history and civilisation of societies viewed as lying at the roots of modern Western civilisation — Latin and classical Greek, and the modern language French, and sometimes German. This Eurocentric orientation generated persistent complaints through the first half of the twentieth century about the low amount of Australian content in humanities and social science curricula.

The Internationalist Approach

29. The post-war era, particularly since the 1960's, has witnessed the introduction of the study of additional cultures and languages in schools and tertiary institutions as a consequence of an increasing awareness of Australia's role in international affairs. The earlier significance attached to the classics diminished. German and French were re-defined as 'world languages' of international communication and supplemented by the introduction of other world languages such as Russian and Spanish. Perhaps even more important

was the appearance in schools and universities of Asian studies and languages, particularly Japanese, Indonesian, Malay and Chinese. In the social sciences there was a new emphasis on the comparative analysis of other developing countries previously neglected in traditional history, politics and economics departments. This new "internationalist" emphasis on Asia was endorsed by the Commonwealth Advisory Committee on the Teaching of Asian Languages and Cultures in Australia (Auchmuty 1970) which, highlighting the growing Australian involvement in the Asian region, stressed the need for the study of Asian languages as part of a broader cultural concern, encompassing philosophy, anthropology, law, history, geography, economics, politics, art, music, literature and religion.

The Multicultural Approach

30. Some movement into the present approach of "multiculturalism" occurred at the beginning of the 1970's. By that time, growing awareness of the changing ethnic and cultural contours of Australian society, and the academic need to explore these dimensions, resulted in initial steps to reflect this diversity. Some community languages were introduced at the school and tertiary level. In the case of English as a second language, some initiatives were undertaken by the tertiary system in the training of teachers to educate migrant children.

The Institute Study

31. The extent, appropriateness and impact of education's responses to Australia's multicultural society are far from clear. With this in mind, the Council of the Institute determined that a study was necessary to:

- survey nationally current activities in multicultural and migrant education
- assess whether programs can be improved, and if so, how this might be done
- identify areas requiring further research.

3 Multicultural Education: Community Views

Officers of the Institute held consultations during July and August 1980 in all State and Territory capital cities, to gauge community views and attitudes to multicultural and migrant education. More than 100 organisations, including all Ethnic Communities Councils, were consulted, and more than 500 people took part in specially convened discussions. In addition, the Institute surveyed the public statements of government departments, professional groups, and other agencies that have an interest in the area, as well as the policy commitments of the political parties represented in the Commonwealth parliament.

Multiculturalism and Education

2. The consultations reveal a broad and striking commitment among ethnic groups to the view that education has a fundamental part to play in the development of multiculturalism, and general agreement that the education system must be further adapted to appropriately reflect Australia as a multicultural society. Education systems are widely seen as means by which members of ethnic communities become involved in the wider society and through which they can retain their linguistic and cultural heritage. At the same time, it is felt that education should enable all communities to have access to each other's cultural traditions, thus promoting cultural diversity within a framework of social cohesion.

3. These are perspectives that have been explicitly and publicly adopted by a wide range of education authorities and professional bodies. For instance the stance of the South Australian Department of Education (1979) is that "multicultural education should reflect the multicultural reality of our Australian society"[1], while the Tasmanian Teachers' Federation (1980) states that "multicultural education fosters and transmits the cultural heritages of all the ethnic components of our population.... These principles [should] apply across the curriculum and in all schools, although their individual populations might not include a diversity of ethnic backgrounds."[2]

4. Consensus of views on multicultural education goes beyond the bodies immediately concerned with education and applies to all major political parties. Speaking for the Liberal/National Country Party coalition on May 30, 1978, the Prime Minister in tabling the Galbally Report, all of whose recommendations were accepted by the government, said: "Australia is at a critical stage in developing a cohesive, united, multicultural nation. Further steps to encourage multiculturalism are needed.... [The government] will foster the retention of the cultural heritage of different ethnic groups and promote intercultural understanding. [Schools] are the key element in achieving such a goal and we will allocate $5m over the next three years to develop multicultural and community-language education programs." (Fraser 1978, p.2728, 2731).

5. In its policy on multicultural education announced in April 1980, the Australian Labor Party declares its belief "that there is a need for the impetus initiated by the Galbally Report to be maintained and extended ... so that a multicultural education policy is developed and implemented to the best advantage of all Australians." (Button 1980, p.9).

6. The position of the Australian Democrats, the fourth party represented in the Commonwealth parliament, is that "Australia is not an Anglo-Saxon society but a multicultural society and the educational system should reflect this." (1978, p.18).

7. As well as identifying the broad consensus on multiculturalism, the consultations highlighted a number of key concerns:

- the availability of English-language teaching for those who need it
- the opportunity to study community languages and cultures
- support for ethnic schools
- the development of a multicultural perspective in educational curricula.

The English Language

8. There is general agreement that lack of fluency in English is the major barrier to effective participation in Australian society. In their perspective on the centrality of an adequate command of the English language, the ethnic groups consulted are at one with education authorities, professional and other concerned organisations, and political parties in Australia.

9. Ethnic communities expressed concern that children and adults from non-English-speaking backgrounds cannot derive the full advantage of education. People with inadequate English find job prospects are limited and those with skills are prevented from using them. More recent arrivals, refugees in particular, named the mastery of English as their first priority. Universally, the demand is for fluency in the language, not just basic "kitchen" English.

10. Discussions made it clear that many of those consulted see current provisions for the learning of English as generally insufficient and often inappropriate. Some commented on the lack of adequately trained teachers of English at the primary level. Many felt that teachers need to be more sensitive to ethnic cultures, and preferably bilingual, to understand the language background of those being taught. On-arrival programs, while appreciated, were criticised as being too short in duration. In addition, employment demands often prevent migrants from undertaking the study necessary to obtain a reasonable level of fluency. It was observed that very few employers make provision for learning English in the work-place and employees feel little incentive to attend classes after many hours of work. The provision of after-hours English classes is often regarded as being ineffective. Women in the home are regarded as further disadvantaged by their isolation, and present programs such as the Home Tutor Scheme are not seen as adequate to their needs.

Other Languages used in the Community

11. The need for the maintenance and teaching of community languages is widely acknowledged as of considerable significance for both particular ethnic and cultural groups and the community at large.

12. The ethnic communities regard retention of their languages as a right, and a necessity if their cultures are to be preserved and made available to the rest of society. Language is regarded as a main "carrier" of their culture, a link between their heritage and their life in Australia, and as such language becomes a prized possession to be passed on to successive generations.

13. Preserving community languages is seen as not only important but intrinsic to the identity of community groups. Many adults spoke with regret of their rejection of their parents' language under assimilationist pressures and expressed the hope that the "third generation", their children, would be able to regain what they had "lost". They have considerable concern for the children caught "between cultures", unwilling to identify with their parents' background, and unable to identify with society at large.

14. Accordingly, their primary demand is for increased availability of community-language teaching, both in the formal education system and through the long-established ethnic school system.

15. The concern with maintaining community languages, while most intensely felt by ethnic groups, has broadly based support. Thus in outlining the Victorian Education Department's policy on multicultural education, the Director-General Dr L. W. Shears has stated: "Migrants and their children should have the opportunity to learn and study the language, customs and history of their forebears. All our citizens should have the opportunity to study the language, customs and habits of a variety of cultures, particularly those related to our migrant populations." (1979, p.1).

16. Similar statements have been made by organisations ranging from the Victorian Teachers' Union (1979, pp.6-7), and the Australian Council of State School Organisations (1979, p.1), to the major political parties. For example, the Liberal/National Country Party states: "a Liberal/National Country Party government will seek the co-operation of the States to establish bi- and multi-lingual language and cultural courses in schools, particularly those with a high percentage of migrants. Australians generally will be encouraged to develop an understanding of the cultures, language and history of migrant source countries." (Liberal/National Country Party 1975). The Australian Labor Party states: "In schools where community language programs are conducted... all students, both Australian and overseas born, should be given the voluntary opportunity to share the experience. Not to do so would seriously deprive students of Anglo-Celtic origin. In addition to the personal benefits outlined above, there are pragmatic reasons of national need." (Button 1980, p.7). And the Australian Democrats state: "The school curriculum will be revised to give English-speaking children an opportunity to learn a second language and to learn about the contribution of other cultures to the development of Australian and world culture." (1978, p.18).

Community Languages In Formal Education

17. Those consulted expressed the view that the development of community-language teaching should be a high priority for all levels of the formal education system. In particular, they expressed strong demand for community languages to be taught at the primary level. They pointed out that where this is

currently being done, non-native speakers often make up a substantial proportion of the students, which further promotes the development of inter-cultural awareness.

18. Ethnic groups believe that the language to be taught in individual schools should be decided in close consultation with parents and local communities, and have made two major suggestions as to how community-language teaching could be best provided at primary level. These are insertion classes and provision of district community-language teachers to schools clustered in areas with large numbers of particular ethnic groups. Withdrawal from the classroom is not supported, as it could lead to those attending language classes being stigmatised.

19. At secondary level, the groups feel that community languages should be made more attractive to students. They believe these are still seen as peripheral and that steps should be taken to redress the situation. Accreditation of more languages at HSC standard and the establishment of community-language courses at universities and colleges of advanced education, were put forward as further ways of encouraging their development at the primary and secondary level. Beyond this, however, there is widespread interest in the provision of community-language teaching at tertiary level for its own sake. University language courses are seen as according status to the language and culture in the wider community, as well as offering specialist linguistic training.

20. Great stress was placed on the use of bilingual, native speakers to teach community languages, thus providing the correct cultural context. It is felt that teachers who are involved in teaching ethnic studies and who work with ethnically diverse classes need to be specially sensitised to different cultures during their training, which should include the study of community languages and cultures. It was suggested that suitable teachers could be provided by upgrading the qualifications of bilingual, overseas-trained teachers, by providing special training in language tuition for locally trained bilingual teachers and by recruiting bilingual personnel to teacher-training courses.

21. Newly arrived groups feel that recognition of overseas teaching and other qualifications and experience is an important issue. Strict accreditation is particularly inhibiting for refugees who are generally unable to migrate to countries that do recognise their qualifications. There is also a special need for teachers to work with newly arrived migrants whose ethnic groups are not well established in Australia. The regular teacher-education system cannot respond quickly to such arrivals. Relaxing qualifications barriers is seen as a flexible way to meet the situation by tapping skills and experience within the groups themselves.

Ethnic Schools

22. The predominant type of ethnic school involves classes in community language and culture, usually held out of school hours, but occassionally offered within the regular State or Catholic school program by arrangement between an ethnic school authority and the general school. Ethnic communities are proud of the accomplishments of ethnic schools, many of which have provided language-

maintenance programs for more than 20 years, with little official support. During the consultations there was general acknowledgement that ethnic schools could be improved, particularly in the areas of curriculum, teaching materials, accommodation and facilities and teacher training.

23. The important role of ethnic schools has received some official acknowledgement. For example, the New South Wales Ethnic Affairs Commission states: "These schools have become an integral part of the structure and way of life of ethnic communities. Their basic aim is to teach language to facilitate communication with parents, relatives and friends, to preserve family cohesion and to develop in the children a knowledge of the culture of their forebears." (1978, p.146). And the Liberal/National Country Party Policy states: "a Liberal/National Country Party government will consult with and support ethnic communities in their own programs of ethnic education." (1975).[3]

24. Those consulted believe students at ethnic schools should enjoy a standard of teaching equivalent to that offered in the formal education system. While proud of ethnic schools and the achievements of their teachers — often made in the face of overcrowded classes, poor facilities and little or no financial reward — they clearly recognise the need to improve the quality of teaching available at ethnic schools. There is some support for the more traditional teaching methods, with their emphasis on rote-learning and unquestioning respect for authority, used by overseas-trained teachers at a number of schools. However, most agree that teachers need to learn modern techniques more in line with those practised in the general education system. This is particularly important for teachers who were trained some years ago in their country of origin.

25. It was further suggested that schools in the formal education system could share their teachers and teaching resources with ethnic schools. Teacher-training institutions should seek to attract bilingual students and should offer community-languages training with their courses. Such graduates could then be made available to teach in ethnic schools as well as in general schools. For native speakers within the teaching profession, it is felt that specialist training in language teaching should be provided on an in-service basis.[4]

26. The concern expressed in the community consultations for adequate teacher training was also recognised by the Committee on the Teaching of Migrant Languages, which stated: "Ethnic schools in general recruit teachers from their own community. While these teachers may be fluent and literate in the specific language, many either lack formal teaching qualifications or have overseas qualifications, but with no specific language teaching methodology training ... ethnic school authorities were well aware of the need for a higher standard of instruction based upon formal teaching qualifications, and of the need to improve the teacher-pupil ratio".[5]

27. Many comments concerned the availability of suitable books and other teaching materials for use in ethnic schools. In the majority of cases, materials are bought overseas or made available by overseas governments and these were generally described as being inappropriate for Australian conditions. Some community groups reported that they have attempted to develop materials relevant to local conditions. For example, the Maltese community in Melbourne is producing some Maltese materials and a Vietnamese teacher in Melbourne is producing textbooks from his own resources. The cost of preparing local

materials is a major problem, however, and communities expressed the need for government support, either directly to community organisations or to relevant education bodies.

28. Ethnic groups feel that ethnic schools are an important educational resource for the whole community. They see the work done by their students as contributing significantly to general education and feel strongly that suitable accreditation should be given by education authorities. Many of them feel that even if adequate facilities existed within the normal school system for the teaching of community languages, ethnic schools would still have an important function in cultural maintenance. Since they see the maintenance of language and culture as desirable in the interest of a multicultural society, they take the view that there should be a measure of government support. This is particularly true for smaller communities, whose representatives pointed out that some schools they had established lasted only a short time, due to lack of resources and dispersion of their members. They are concerned that their communities would find it very difficult to preserve their languages without the support of ethnic schools.

29. A range of different funding needs were identified. These include:

- establishment grants to set up schools, particularly for smaller groups, where they have not yet begun or to re-establish them where they have lapsed due to lack of resources
- per capita funding to help cover running costs, particularly recurrent payments such as rental, teaching fees etc.
- funding for equipment
- special-project grants for curriculum development and the production of locally relevant teaching materials
- subsidies for teacher training

30. People consulted frequently referred to the form of per capita grants made to ethnic schools by the South Australian government, and feel that such grants should be generally available to ethnic schools. They are agreed that all schools in receipt of funding should be accountable, both to the funding body and the community.

31. In addition to the extensive network of after-hours ethnic schools, some communities have established day schools, where community languages are taught. However, most communities feel that the establishment and maintenance of such schools would prove prohibitively expensive and that an enlarged and improved ethnic school system is a more appropriate goal.

Bilingual Programs

32. Those consulted generally believed that students who enter school speaking little or no English should be taught in their first language and introduced gradually to English. They are concerned that, where this does not occur, children may be seriously handicapped in their educational and career prospects. This concern is widely recognised by teaching bodies and parent organisations and there is widespread support for some form of transitional bilingual program for these children. Thus, the Australian Council of Trade Unions at its Conference "Education in the 80's" stated: "Children who

commence school without English should be taught in their first language and have English introduced gradually."[6]

33. There is also some interest in the introduction of bilingual programs in which non-English-speaking students are taught for 4 years in their first language, during the transition to total instruction in English. At the same time these students have additional lessons in the language itself, while the other students also learn that language as part of the normal school program. The curriculum approach in the Richmond/Collingwood area of Melbourne is an example.[7] This bilingual approach, it is believed, would have benefits in creating greater inter-cultural awareness, as well as assisting language acquisition.

34. A number of groups place considerable emphasis on the need for trade-training in their own languages, both on-the-job and at Technical and Further Education colleges. This is particularly so of the Indo-Chinese refugee groups, who feel the need to upgrade their skills while still learning English. They also indicated the need for bilingual technical dictionaries and manuals.

Ethnic Cultures

35. A common concern is that community languages should not be taught in isolation from their cultural context. Language instruction should be accompanied by a study of the culture and traditions from which the language derives. Several people spoke of their willingness, and that of their community to offer resources to schools for ethnic studies programs in the form of displays of arts and crafts, music and dance, as well as speakers on various aspects of ethnic community life. This should not be limited to isolated "national days" however, but should be an integrated part of the curriculum.

36. An extensive cross-section of official, community and teacher organisations also stressed the value of studying ethnic cultures. The Technical Teachers' Association of Victoria (1979) states in its policy on multicultural and migrant education that:

> "1.8 Education for a multicultural society promotes the integration of such myriad diversities so that every student develops a world view that positively relates to these diversities:
> 1.8.1 by exposing all students to the diversities of language, culture, history and life style;
> 1.8.2 by positively demonstrating the 'naturalness' of such different languages, cultures, histories and life styles."[8]

37. Parent organisations too are committed to multicultural perspectives in the curriculum. Thus the Australian Council of State School Organisations has taken the position that "schools should develop [a] multicultural perspective to their curriculum.... Such a perspective is predicated on the basis that what is taught in schools ought to not only reflect the diversity in Australia's population, but also be sensitive to the needs and values of different groups: their similarities and differences." (1979, p.1).

Community Involvement

38. With regard to introducing community-language teaching to individual schools and in developing a multicultural curriculum, the people consulted feel

that closer links should be established between the school and the community. They believe that language and cultural barriers may prevent many parents from taking part in their children's education, and some misunderstanding of the Australian education system can result. Involvement of parents and communities — through School Councils, Parents and Teachers Associations or at other levels — is seen as important in aiding mutual understanding. Additional bilingual teachers and teacher aides would be necessary to facilitate this process.

39. Most organisations with an education policy also see the importance of closer interaction between the school and the community. For example, the Victorian Education Department states: "Also of great importance will be the degree of co-operation from the parents in any particular ethnic community and the total climate created in a school by the patterns of administration and parent involvement which are adopted." (Shears 1979).[9]

40. Teacher unions support closer contact between school and home; in this context, the State School Teachers' Union of Western Australia states: "That the Union press strongly for the encouragement of better school/home communication links, which could include: (a) provision of community liaison officers with appropriate training and skills; (b) multi-lingual resource persons attached to schools where a need for such people exists; (c) provision of time for parent/teacher discussions." (1979).[10]

Ethnic Broadcasting

41. Community groups see ethnic media as important in the maintenance of language and culture. During the consultations, they commented widely on the value of multilingual radio broadcasts in maintaining contact within communities. They see ethnic broadcasters as providing models of spoken language for students and ethnic programs as a useful means of publicising the availability of both English and community-language classes.

42. They also consider that these broadcasts give languages status within the community. It was claimed for example that radio had been a key factor in the linguistic cultural resurgence within the Maltese community in Melbourne in recent years, leading to the establishment of an annual Cultural Festival, a resurgence in vernacular writing and the establishment of three Maltese ethnic schools in the past 3 years.

43. Ethnic communities that receive community-language broadcasts claim their needs are not adequately met by present arrangements. They want greater community involvement in programming, and feel the services should be staffed by professional broadcasters funded by the government, while communities that do not receive broadcasts are very keen for ethnic language services to be extended to them.

44. Multicultural television is seen as having great educational importance in the future, both for complementing language teaching and for its role in developing intercultural understanding. It is hoped that a multicultural television service can be made available in all centres as soon as possible.

Conclusion

45. This study of community attitudes to multicultural and migrant education reveals a widespread commitment to multiculturalism as a process that involves all parts of Australian society. Ethnic communities expressed a strong sense of optimism about the capacity of education to further this process, provided their needs are met with adequate resources. For their part, they offer access to their cultures, languages and traditions to the rest of the community, in anticipation of a reciprocal response, so that cultural diversity within a cohesive social framework may become a reality.

4 Schools

In 1980 approximately three million students are attending schools. About 60% of these attend primary schools, 30% are in junior secondary and the remaining 10% are at the senior secondary level. Schooling in Australia is provided through three relatively distinct sectors: government schools, Catholic schools and non-Catholic independent schools.

2. In 1979, 78.2% of all students were enrolled at government schools, a further 17.2% of students attended Catholic schools, and the other 4.6% attended non-Catholic independent schools.

Table 4.1 Students in Australian Schools, 1979*

	Government	Catholic	Non-Catholic Independent	Total
Primary	1,517,341	316,616	50,796	1,884,753
	(80.5%)	(16.8%)	(2.7%)	(100%)
Secondary	819,377	195,729	87,072	1,102,178
	(74.3%)	(17.8%)	(7.9%)	(100%)
Total	2,336,718	512,345	137,868	2,986,931
	(78.2%)	(17.2%)	(4.6%)	(100%)

3. In 1978-79 the Commonwealth and State Governments provided more than $3,523m toward the cost of primary and secondary education in Australia, of which the Commonwealth's share was $873.6m (the allocation for 1979/80 was $834.8m).

4. The school system initially introduced into Australia inevitably reflected that of Britain, the society from which most of its teachers and students derived. But even in the early nineteenth century, Australia's diverse groups began to develop alternative educational approaches to meet their particular needs. Both the Irish-Australian and German-Australian communities established school systems which enabled them to introduce their members not only to general skills and knowledge, but also to the particular attitudes and ways of life characteristic of their own groups. These were in the form of Catholic schools, primarily catering for the Irish in Australia, and Lutheran schools, which served the German community and, indeed, used the German language as the medium of instruction until its prohibition during the First World War. It is also worth noting that between 1866 and 1882 there was a Jewish day school in Sydney, and other groups have a long history of ethnic schools operating after hours.

5. Schools met the post-1945 influx of a large number of migrants from non-British countries with a philosophy that sprang from the general social response: migrants should be assimilated into the Anglo-Australian mould.

* ABS figures, obtained from a census of all registered schools (Schools Commission enrolment figures relate only to schools funded by the Commission).

6. "The fifties and sixties witnessed an almost total unawareness of the implications for educational practice of the increasing cultural diversity of Australian society. The role of the school was that of an 'assimilationist agency', aimed at enforced 'acculturation ... into the Australian way of life'. Equality of opportunity was interpreted as meaning that all children should be treated 'in exactly the same way, as if they were all little Anglo-Saxons'. Teaching proceeded as if the pupil's ethnic identity did not exist at all. No official attempt was made even to determine how many children from diverse cultural backgrounds were in the schools. In New South Wales, the Director-General of Education, Dr. Wyndham, gave expression to this policy of non-recognition when he said that: 'We deliberately refrain from collecting any statistics in regard to school pupils from overseas. Once they are enrolled in school, they are from our point of view, Australian children'." (Harris 1980, p.26).

7. There were, however, initiatives in some States in response to the needs of children with a non-English background. The Victorian experiments in teaching migrants English began in 1965, and in South Australia, the first multilingual teachers were appointed in the early 1960's to schools receiving large numbers of non-English speaking students.

8. The first Commonwealth response was the Child Migrant Education Program which began in 1971. This introduced the concept of teachers of English as a second language as a new staff category, to provide courses of instruction in the English language and courses designed to impart an understanding of the rights and duties of an Australian citizen and of the way of living of the Australian people. As Harris remarks, "the assimilationist stance remained unquestioned" (1980, p.27).

9. The 1975 Schools Commission Report represents a watershed in the official orientation of Commonwealth education authorities to the changing nature of Australian society. While still emphasising the crucial relationship between English language competence and equality of opportunity, the Report addresses itself to a broader concept of the role of education in a multicultural society and raises issues which had not previously been voiced at official levels. The following quotation highlights this new approach: "Comprehensive planning to meet the needs of migrant children must address itself to the question of their identity and self-esteem. The migrant child needs to be viewed in the context of his family and ethnic group affiliation if his individuality and integrity are to be respected and if his educational experiences are to be directly related to his actual life ... The variable interest among adult migrants and their children in maintaining dual cultural identity must also be taken into account in planning. It follows that the multicultural reality of Australian society needs to be reflected in schools ... in staffing and in school organisation. While these changes are particularly important to undergird the self-esteem of migrant children they also have application for Australian children growing up in a society which could be greatly enriched through a wider sharing in the variety of cultural heritages now present in it." (Schools Commission 1975, p.91). Subsequent inquiries have elaborated the implications of the Report and sought to stimulate action through the education systems.

10. The Report of the Committee on the Teaching of Migrant Languages in Schools (Mather Report) of March 1976 recommended, *inter alia*, that:

- all children should be given the opportunity to acquire an understanding of other languages and cultures from the earliest years of primary school
- opportunities for students to learn modern languages at secondary level should be wider
- all languages for which there is a demand and for which suitable resources are available should be recognised for matriculation purposes

11. The Galbally Report (1978) recommended that an additional $15m be provided to schools over a three year period, to support migrant education in English ($10m) and multicultural education ($5m). These funds were to be directed to the provision of an increased number of ESL teachers; improved training of specialist and general classroom teachers for the teaching of ESL; improved production and distribution of teaching materials; encouragement of schools to develop programs to support the learning of community languages and cultures; and encouragement of schools to seek greater parental and community involvement.

12. On a structural level, the Report made three major recommendations:
- establishment of a Commonwealth/State Working Party to advise governments on arrangements for collection and analysis of financial and educational information for planning and evaluation purposes related to the teaching of English and multicultural education
- appointment of a small committee of educators experienced in areas of cultural and racial differences to draw up proposals to disburse the $5m allocation recommended for multicultural education
- establishment of formal machinery at Commonwealth level to co-ordinate Commonwealth policies and programs, and relationships with schools and school systems, in relation to multicultural education

13. The Commonwealth Government accepted the Galbally Report recommendations in full. A Committee on Multicultural Education was established by the Minister for Education to advise the Schools Commission on the allocation of the $5m for multicultural education. It recommended that distribution should be based on the total number of students enrolled in all schools (both government and non-government) sectors, as multicultural education relates to all schools. Over 3 years, 87% of the funds should be directed to the Schools Commission Multicultural Education Program and administered on the advice of State Committees. Of this amount, 20% should support a small grants scheme over which the State Multicultural Co-ordinating Committees should have as much control as possible. A further 9% should be provided for the appointment of officers to liaise between ordinary schools and ethnic schools. Of the remaining 13%, specific amounts were recommended for:
- grants to support projects of national significance
- the Curriculum Development Centre, to provide essential information, to distribute State developed material of wide values, and also to support development of curricula for language teaching in primary grades; and the Education Research and Development Committee to sponsor and commission additional multicultural education reports.

14. In addition, activities to support school/community interaction, and a system of information exchange for those working in the area were to be developed.

15. The $10m recommended by Galbally for the teaching of English as a second language has been treated as part of recurrent funding, and under the Schools Commission guidelines to be used for both ESL and multicultural purposes.

Multicultural and Migrant Education in Australian Schools

16. Australia's school population is a microcosm of the national ethnic and cultural mosaic. Surveys indicate that in States such as Victoria, as many as one in every five students come from a home in which English is not the dominant language of communication. Many others speak English at home but have an ethnic heritage.

17. It is not possible to calculate the total expenditure on multicultural and migrant education. The Commonwealth Government provides a specific allocation to be distributed to education authorities through the Schools Commission. In 1981 this will amount to over $39m, or 5.56% of the total Commonwealth allocation for schools.

18. Of all the States and Territories, only Victoria specifically earmarks money for multicultural and migrant education, but even this is not a useful indicator. Teaching of migrant children occurs largely within general school programs, as do the broader elements of multicultural education which are directed at all children. There simply is no realistic basis to disaggregate the proportions of expenditure attributable to migrant and multicultural education.

19. In each State, a multicultural education advisory (or co-ordinating) committee has been established to represent the views of ethnic communities and to advise the education department on the allocation of funds made available under the Schools Commission Multicultural Education Program. These committees are designed to represent each sector as well as the community, although they are at different stages of development in different States. In Victoria, for example, the Committee has representation from all school systems and organisations with a role in multicultural education as well as broad representation from ethnic community groups. There are a large number of government representatives on the Committee in Western Australia. In some cases, the committees have appointed an Ethnic Schools Liaison Officer to liaise with educational bodies and ethnic schools in order to assist teachers and stimulate and encourage development of curriculum materials.

20. Co-ordination of programs run by schools generally occurs — if at all — within particular systems. South Australia has sought to develop a cross-system approach, with the establishment of a Multicultural Education Centre, which brings together all service groups in the Government, Catholic and other independent sectors concerned with education in a multicultural society, but with specific responsibility in such areas as teaching of community languages, English as a second language, assisting with appropriate curriculum modification and with establishing and building sound school/community relationships.

21. The critical question relating to multicultural and migrant education is what is actually taking place in schools, and it is to this that the following sections address themselves.

22. A considerable volume of information was collected on school programs concerned with the teaching of English as a second language, studies of cultural diversity in Australia and the teaching of Australian community languages, and on their relationship to the total school program. Data was also collected on the organisation and structure of the schools and school systems and on their policies with respect to the various strands of multicultural and migrant education.

23. In general, inquiries by the Institute of government, Catholic and non-Catholic independent schools and school systems about their programs and policies met with a high degree of co-operation. State and Territory governments and Catholic education authorities made officers available to report on relevant activities.

24. Quite extensive profiles have been compiled on the government sector in Victoria, South Australia, Tasmania, Western Australia, the Northern Territory and the ACT, and on the Catholic sector in all States and Territories.

25. Eighty six independent schools were contacted in all States and the ACT, from a wide range of religious and other groups, and with an enrolment of some 55,000 students — more than 40% of those enrolled nationally in the sector. It is not possible, however, to speak confidently of the representativeness of the coverage, given the diversity inherent in the very notion of an independent sector with no formal co-ordinating structures. That caveat must also apply to the other sectors — accurate coverage could only be obtained by a comprehensive survey of the 9,500 primary and secondary schools throughout Australia.

GOVERNMENT SCHOOLS

26. The number of government schools has remained at about 7,300 since 1972. There are about 5 primary schools for each secondary school. Mixed (primary and secondary) schools make up about 5% of all government schools. In 1979 there were 2,336,718 students enrolled in government schools, 1,517,341 students in primary schools and 819,377 at the secondary level. In total, this represented 78.2% of all school enrolments in Australia.

27. Government school systems are important not only because they provide schooling for four out of every five Australian children, but also because of their leadership role in school level education. The structures and curriculum in non-government schools are clearly derivative of those of government schools. Other school sectors do not have any substantial facilities for major research and planning in education, for the development of curriculum and teaching materials, or for consultancy or in-service education programs. In all of these areas, which together provide the basic structure and framework of education in Australia, schools are effectively dependent on the efforts of the government school sector.

28. It is often assumed that because government schools are part of a relatively large organisation, they will be quite uniform in their policies, structures and programs. There are, however, distinct differences between the various State and Territory government school systems, and between schools within any system. Although belonging to a system enables co-operation and resource-sharing among schools it does not mean that the system will impose a uniform framework on all schools in it. Central administrations in each system generally

are responsible for matters of overall finance, staffing numbers, school accommodation and provision of curriculum, research and other services. School level authorities are usually responsible for planning and organisation, time tabling, the use and type of resources (both human and other), and curriculum choice. This degree of autonomy at the school level has enabled schools within government systems to develop along individual lines and to be responsive to local circumstances and needs. These schools are now characterised by diversity rather than conformity.

29. All government schools systems are committed at departmental level to the concept of education for a multicultural society. Their general approach is characterised in a statement made in 1979 by the Victorian Director-General of Education, Dr. L. W. Shears (1979, p.1):

"Principle A: All our citizens should become proficient in the use of English.

Principle B: Migrants and their children should have the opportunity to learn and study the language, customs, and history of their forebears.

Principle C: All our citizens should have the opportunity to study the language, customs and habits of a variety of cultures, particularly those related to our migrant populations."

These principles assume the right of all groups to equal access to all available resources in society and involve a reciprocal learning process by all groups.

30. While principles similar to those outlined by Dr Shears have been enunciated in most States and Territories, their application differs widely both between States and between schools within each State. Victoria, for example, with a large and ethnically diverse population, generally shows a wide range of initiatives in education for a multicultural society, with a particular emphasis on teaching English as a second language. In Tasmania, where there are proportionately fewer people from non-English speaking backgrounds, the emphasis is on multicultural education for children of English-speaking backgrounds. However, the bulk of activity and of funding is in the teaching of English as a second language.

31. In Victoria, each division within the Government sector has different arrangements: the Primary Division has a Committee on Multicultural Education made up of teachers, academics and administrators to maintain an overview, initiate studies, develop policies and assist in curriculum development in multicultural education; the Secondary Schools Division has no committee, but has two inspectors who are responsible for multicultural education in the Division; a consultant has been appointed in the Western metropolitan region; and the Technical Schools Division has a Standing Committee for Ethnic Education in Technical Schools.

32. In general there is not a total curriculum response to education for a multicultural society, and most States have done little at systems level in the way of curriculum development. Victoria and South Australia are co-operating in a jointly-funded project to produce a curriculum and supporting materials for the teaching of Modern Greek from primary to junior secondary levels. South Australia has established a curriculum co-ordinating committee within the Department, which is responsible for approving in principle, and monitoring the development of any new curriculum initiatives which are taking place at the school level.

33. Each State has appointed a range of advisers and consultants to assist with establishing ESL and community language programs and to develop multicultural perspectives in the curriculum. In Tasmania, for example, assistance is provided on request by the Multicultural Education Officer at the Curriculum Centre, while the ESL and subject supervisors visit schools and help teachers formulate courses. The Tasmanian Department in 1979 published a Multicultural Education Resource Directory for schools, which identifies resources available in the local community and evaluates materials suitable for pupil and teacher use. In Victoria, assistance in curriculum development is provided by the Curriculum Unit of the Special Services Division as well as by a large number of other departmental bodies. In South Australia, a Multicultural Resource Centre has been established to cater for the needs of teachers and students, and a video resource unit produces programs which permit an exchange of information between schools.

Studies of Cultural Diversity in Australia

34. A growing number of schools are making some efforts to focus on the multicultural nature of Australian society. In the absence of a broad curriculum response, attempts to develop multicultural perspectives in the curriculum are generally limited to trying to give humanities subjects a multicultural "flavour". In some cases, emphasis is placed on social studies, integrated or general studies; in other schools such work may be carried out in history or geography. In Victoria in 1981, the course leading to the HSC English examination is to include a theme on "Cultural Conflict" and one of the set texts is Lowenstein and Loh (1977) "The Immigrants".

35. Some use has been made of community resources, such as the parents of ethnic children who offer to demonstrate their traditional arts and crafts, music and dancing on specific "ethnic days" or give talks about some aspect of ethnic community life. This response is localised and generally depends on the ethnic composition of the school community.

36. At the individual level, some teachers have initiated grant applications to develop materials for multicultural programs. These range from worksheets on ethnic cultures, music resources, bilingual readers for younger children, and resource material on local communities collected by the children. These developments are dependent on individual initiative and available funding and no evaluation of this area has taken place.

37. A limited range of teaching materials has been developed at the systemic level. In South Australia, for example, a multicultural education materials kit contains a range of audio-visual material about the six major ethnic groups in the State. These materials must be purchased by schools and, so far, there has been no long-term evaluation of their effectiveness. The kit has attracted interest in other States, and the Tasmanian Curriculum Centre has bought three of the kits for loan to schools. In Victoria, in addition to curriculum advice, the Department publishes a monthly magazine, "Communique", to assist teachers in schools of high migrant density. This provides information about materials, in-service courses and general information relating to multicultural education. There is a shortage, however, of accurate, up-to-date materials appropriate for use in the Australian context.

38. A number of special projects have been initiated. The "Ten School Project" in South Australia started in 1976 (Bull 1976). The project was initiated by the Multicultural Education Section of the Department of Education in co-operation with three primary principals in schools with a high ethnic population. The scheme quickly grew to involve 28 schools in the development of effective communication between the school, the home and the community, putting into operation community language programs, modifying curriculum content, methods and materials and the organisational structure of the school to enable it to fulfill its role in a multicultural society. Funding through the Department's Multicultural Education Section has been on the basis of small grants of between $1000 and $2000, with the emphasis on schools making appropriate use of existing resources, rather than relying on special grants for programs relating to education for a multicultural society.

39. In Victoria, three special projects are in progress. One is designed to facilitate the transition of Indo-Asian refugees from a language centre into receiving schools. The second project focuses on young adults of Indo-Asian refugee background who wish to continue their education in Australia. A further project involves group work with students and parents from diverse cultures in two primary schools.

Languages Used in the Australian Community

40. Considerable developments have taken place over recent years in the teaching of community languages. While the tradition of French, and to a lesser extent German, language studies continues, significant changes are occurring. Community languages such as Italian and Modern Greek are now gaining prominence at the secondary level.

41. In Victoria, for example, the number of secondary schools offering Italian grew from 11 to 77 between 1970 and 1980, Modern Greek from 2 to 33 and Spanish from 1 to 17 (1973-80). Numbers of students throughout Australia taking community languages at HSC level also show a substantial increase. For example, Italian increased by 150% between 1974 and 1979 and Modern Greek by 627% during the same period. Since 1974, Czech, Hungarian, Latvian, Lithuanian, Serbo-Croatian, Ukrainian, Turkish and Slovenian have been added to those available at HSC level.

42. Saturday Schools of Languages have been established in Western Australia and Victoria to meet the need for HSC languages which cannot be offered within the school curriculum. In Victoria a total of 21 languages are offered at nine centres. Some of the demand for community language teaching is also being met by community run ethnic schools, a number of which have adjusted their curricula to meet HSC language requirements.

43. At the primary level, community languages are being offered by a growing number of schools. Of the twelve languages offered in South Australia, German, Modern Greek and Italian make up the bulk of language studies in primary schools, while in Victoria, Turkish is also taken at the primary level. In Tasmania, provision has been made for teaching Modern Greek and Italian at selected primary schools, but lack of teachers has prevented the courses being given. One primary school in Hobart teaches Italian as a core subject from year 1 to 6, to 225 students, the majority of whom are from English-speaking backgrounds.

44. Language teaching varies. In some cases languages are taught for one period per week, in other cases they may be offered for a shorter time each day. Some courses cover all children in a primary school, while others are confined to particular years, say year 1 to 3 at primary level, or year 12 at secondary level.

45. Bilingual education is a comparatively new area. Some limited transition bilingual programs, in which students learn in the home language until they have acquired fluency in English, are offered at primary level. In South Australia two primary schools operate a bilingual program in Italian, supported by the teaching of Italian as mother-tongue maintenance throughout the school, and as a second language study for non-Italian speakers.

46. A pilot Modern Greek bilingual project designed to begin in 1981 involving a number of primary schools in the inner Melbourne suburbs of Collingwood and Richmond, will adopt a similar approach. These however are isolated examples — bilingual teaching is not wide-spread.

47. In the ACT, cultural and language studies are offered in five primary schools. The languages — Indonesian, Italian, Greek, French and Spanish — are used in the schools from kindergarten to at least year three, and in most cases to year six. Classes involve children of English as well as non-English-speaking background and are supported financially and materially by embassies (the Spanish programme at Wanniassa Primary School is supported by the Spanish, Chilean and Mexican embassies).

48. Development of community-language teaching in the State systems is limited by lack of trained staff and resources. At primary level trained community-language teachers are few and many courses are given by bilingual teachers drawn from other areas of the curriculum or by untrained bilingual people from the community on an insertion basis. At the secondary level, availability of trained language teachers is still limited.

49. Generally, training for teaching ESL is greatly in advance of that for teaching community languages with a consequent disadvantage to children of all backgrounds. Development of language teaching is further hampered by a serious shortage of materials appropriate to modern teaching practice and to the Australian context.

English as a Second Language (ESL)

50. Government systems use different criteria to identify students in need of ESL and these have changed over time. Although in Victoria in 1980, a "migrant child" is one born overseas in a non-English-speaking country, or born in Australia with at least one parent born in a non-English-speaking country, eligibility for ESL programs is determined by the individual school. Victorian schools are operating 437 ESL programs in 1980. In South Australia similar criteria apply, but in practice any child coming from a home in which English is not the preferred language of communication may be assisted.

51. The total number of migrant children receiving ESL assistance is not known. Victoria reported that the number of children receiving ESL instruction is unknown. It did however report that 328 primary, 78 secondary and 31 technical

schools had ESL programs. In South Australia the figure was 4732 in 1979 with 85% of the students receiving help being primary aged second phase learners. These figures do not include those students who receive help in integrated classrooms. Tasmania reported that 698 children were enrolled in ESL classes in May 1980 — 458 in primary, 224 in secondary, and 6 were in intensive classes. Western Australia reported approximately 2500 children receiving English as a second language instruction in special classes or withdrawal situations with specialist teachers. Isolated children, not included in the above figure, receive assistance through their class teachers. The ACT reported that in July 1980, 1453 children were enrolled in special ESL classes. Of these, 1050 children are in primary schools while 403 are in the secondary high schools and colleges. The Northern Territory reported 559 children receiving ESL instruction within the Multicultural Program of the Education Department in 1980. Of these, 336 children are in primary schools and 223 are in secondary schools. All are receiving assistance in withdrawal class situations or within intensive units.

52. Only in the case of the Victorian Secondary Division is a TESL qualification absolutely required for appointment as a TESL teacher. In all other cases the only clear requirement for appointment to a TESL position is recognised general teacher-training qualifications, although in most instances applicants with an additional qualification in TESL are preferred. Demonstrated competence in teaching English as a second language is considered sufficient qualification by most authorities. Experienced classroom teachers may also be recruited to ESL teaching; in-service training is usually provided in such cases.

53. Victoria reported the most extensive establishment of ESL teachers, deploying 947.5 equivalent full-time staff in primary, secondary and technical positions and an additional 70 positions in language centres. This can be compared with 115.2 in South Australia, 63 in Western Australia, 22.1 in Tasmania, and 56 full-time equivalent staff in the ACT. In all States, teachers may be employed on a fractional basis and in areas where there are few children in need of ESL instruction, teachers may operate as itinerant teachers.

54. The allocation of staff resources and the provision of advisory and consultancy services and in-service programs are usually administered by the Child Migrant or Multicultural Education Branch established in each State department. Although broad policy and funding for the Child Migrant Education Program is centrally administered, in all other respects the program is school-based.

55. Throughout Australia the most commonly practised organisational pattern is withdrawal. Arguments supporting this approach range from economic viability and time-tabling strictures, to claims for its superiority over integrated patterns. All authorities reported attempts to develop integrated approaches, for example, team-teaching in different settings, block-timetabling of English, and support teaching in the normal classroom. However, as far as can be ascertained there have been no comparative studies to test the relative effectiveness or disadvantages of integrated or withdrawal classes.

56. All government systems support selection of syllabus and materials by the teacher, from available methods, according to the needs of the learner. Several States are using structural materials such as "Learning English in Australia", modified to enable students to relate the lessons to their own

experience. The integrated approach which tends to be widely used at secondary level entails the development of ESL materials for each school subject area, but the efforts here are limited. Again, with respect to programs and materials, evaluation studies are scarce.

57. The slow trend away from withdrawal classes in favour of integrated classes in government school systems reflects the current emphasis on primary school ESL which tends to comprise intensive withdrawal classes for "first phase" learners, while "second phase" learners in secondary schools tend to be in integrated classes. There are 328 ESL programs operating in Victorian primary schools compared to 109 such programs in secondary and technical schools. In the ACT, 1050 primary school students compared to 403 high school and secondary college students are receiving ESL instruction. In Victoria, 670 ESL teachers are in primary schools and 278 in secondary and technical schools. In the ACT, 37 ESL teachers are in primary schools while 18 are in high schools and secondary colleges.

58. Generally, the identification of children in need of ESL instruction is initially the judgement of the general classroom teacher, based on oral performance in spoken English or through the evidence of poor performance in reading, writing and comprehension. The child may then be referred to an ESL specialist. Standardised tests are occasionally used. In Victoria, the use of such tests for placing children in programs is actively discouraged, although the Australian Council for Educational Research tests for migrant children are used to monitor progress. In South Australia, Tasmania and the ACT, a range of standardised tests are used, but only in the ACT is this standard procedure. The ACT Schools Authority has reported some adverse criticism of its testing procedure but pointed out that the objective assessments matched the intuitive judgements of teachers. Elsewhere a range of less formal evaluative procedures are employed, including consultations between class teachers and ESL specialists, interviews, analyses of oral and written language, and "home-made" teacher tests.

59. Against these various limitations it is impossible to determine the extent to which ESL needs are being satisfied. The recent establishment of intensive language centres in Victoria can be seen as evidence of success. In South Australia, it is estimated that a further 1000 "second-phase" learners are not being catered for within the system.

60. There is clearly a long way to go before practice matches policy in government schools. Despite commitment in all States and Territories to the principles of multicultural and migrant education, progress has been limited. As the trend towards greater school autonomy continues, the introduction of systemic change becomes more difficult. The attitudes of principals and school staff will have an important influence. In balancing the allocation of school resources, there is always doubt about the consequences. New programs pose uncertainties and tend to be resisted. This uncertainty is increased when also considering likely shortages of appropriate materials, the scarcity of skills in curriculum development at the school level, and the unreliability in the supply of teachers trained in multicultural and migrant education.

CATHOLIC SCHOOLS

61. Currently there are almost 1700 Catholic schools in Australia. Approximately 80% of these schools are in the three mainland eastern States. In 1979 there were 512,345 students in Catholic schools, 316,616 of whom were in primary schools and the remaining 195,729 were enrolled at the secondary level. The ethnic composition of different Catholic schools varies. On average, Catholic schools have a higher proportion of children from non-English-speaking backgrounds than other schools, and the proportions are significantly higher in urban areas. The predominant non-English speaking cultural group in Catholic schools is Italian-Australian.

62. Catholic schools are of two kinds: systemic and non-systemic, the non-systemic being independent of central co-ordinating bodies. This study extends to all Catholic schools except the non-systemic in New South Wales. Catholic schools are largely autonomous and much power and authority is vested in the principal, who selects and employs staff and is responsible for the curriculum and organisation of the school. Systemic schools have an integral connection with the sectoral State or Territory Catholic Education Office responsible for much of the practical administration of Catholic schooling.

63. The Catholic school is an integral part of the education system. It serves the community in general by assisting the spiritual, intellectual, physical and psychological growth of young children. As part of their communities, Catholic education authorities have accepted multicultural and migrant education at the policy levels and agree that education for a multicultural society should be directed to all students in all schools. For example, an ACT Catholic Education Office statement illustrates the Catholic commitment: "The Australian (Catholic) Church is now more than one-third non-Anglo/Australian. Such a multicultural element is posing new questions for educational structures and procedures, and there is some recognition that the practice of justice can begin in the multicultural classroom." (Catholic Education Office 1980).

64. Generally, the response at the school level has been greatest in schools where there are higher proportions of students of non-English-speaking background. Multicultural and migrant education programs in Catholic schools are funded almost exclusively by the Commonwealth and are mainly directed to the teaching of English as a second language. The main source of funds is the Schools Commission, although additional funds are made available for assistance for refugee children through the Commonwealth Department of Education. These funds are paid directly to the Catholic education authority in each State. The majority of the money is allocated to the employment of teachers in schools. It is not known if internal funds are also specifically directed, but at least in Victoria, additional teachers may be made available to particular multicultural and migrant education programs. At the school level, too, a few schools have implemented programs from normal school resources.

65. Supervisory and advisory personnel are attached to central Catholic education offices for multicultural programs. The main responsibilities of these people include:

- allocating funds and personnel to schools for school initiatives
- assisting schools in the development and evaluation of programs
- providing school-based and system-based in-service education

- assisting schools in selecting and developing teaching materials
- liaising between schools both within the Catholic sector and in other sectors

66. The initial implementation and the success of the programs in schools depend heavily on the services provided by the advisory personnel. A major constraint on the rate of development is the lack of personnel at this level, especially for in-service education. Advisory staff are only able to respond to those school-initiated requests. There are insufficient personnel to initiate responses in other schools.

Studies of cultural diversity in Australia

67. In general, the view in Catholic schools and central offices is that education for a multicultural society is best met through total curriculum response in both content and process. As a consequence multicultural perspectives are increasingly permeating the total curriculum, but response at the school level is still inhibited. Many schools lack an awareness of the need for a response. In others the response is varied. Many simply have an Italian or international day and international cooking and dancing lessons; those with more positive intentions lack resources, time and expertise to undertake the required curriculum modification.

68. In general, Catholic curriculum changes are responsive to government school curriculum changes. Government school curriculum initiatives in respect of cultural diversity are minimal and thus Catholic schools rely on their own resources. Some Catholic schools have been assisted by systemic support teachers in developing a curriculum response but the central office is not capable of supporting it. Moreover, uniform tertiary entrance requirements in each State encourage all schools, regardless of sectoral distinctions, to have a curriculum leading to a common end. This further restricts the system's curriculum development capacity.

69. Insofar as any curriculum modification has occurred, it has largely been at the school-based level within the traditional subject areas of religious education and social studies. Here, some schools in all States have amended their religious education programs to take account of the diversity of ways in which different ethnic groups express their Catholic faith. In social studies many schools have responded, not by modifying the total curriculum, but by introducing subjects or units such as ethnic studies, intercultural studies, cross-cultural studies or multicultural studies.

Languages Used in the Australian Community

70. The number of Catholic schools teaching community languages, especially at the primary school level, has increased in recent years. Community languages are taught in about 150 primary schools throughout Australia. The most widely taught community language is Italian although other languages, notably Arabic, French, Polish, Spanish, Portuguese and German appear. This increase which usually involves a re-allocation of resources reflects the priority that the schools attach to community languages. The school's decisions about community languages are a response to its perception of community needs, its staffing and other arrangements. Despite the increase, a vast majority of students clearly have no opportunity at all to study a community language.

71. At the secondary school level, languages have traditionally been a part of the curriculum. At that level there has been a gradual transition from the previously taught international languages to community languages, most notably Italian. In Western Australia, secondary Catholic schools replaced French with Italian as the main language many years ago.

72. In addition to the community-language programs, a few schools in Victoria, South Australia, Western Australia, and New South Wales have adopted a bilingual education approach. Most of these programs are at present offered at kindergarten and junior primary school levels and are essentially transitional in nature. That is, they allow children from a language background other than English to begin schooling in the language of the home. At the same time, these children learn English and it is expected that eventually the sole language of instruction will be English. The teaching and learning of the other language is then normally maintained through a community language program. The exception to this primary school focus is one bilingual high school program in Western Australia where a team of teachers developed an integrated program of social studies, religious education and Italian units.

73. The introduction or expansion of community language programs in Catholic schools has been limited partly by the lack of appropriate teaching staff but more fundamentally because of a lack of resources. There is reluctance to cut existing programs or to increase class size elsewhere. Thus there is heavy dependence on funds from the Schools Commission migrant and multicultural education program, and because a substantial proportion of these funds has been committed to the teaching of English as a second language, very little has been available to assist schools in developing community languages.

English as a Second Language (ESL)

74. There are 125,000 migrant children in the Catholic sector, defined as children from homes in which either or both parents come from a non-English-speaking country. One in every three of these students is receiving some special assistance in English as a second language. There is dissatisfaction with this definition in establishing ESL needs as distinct from eligibility. Lack of adequate needs criteria is common to all systems and there is concern that special categories are being neglected.

75. Within the broad definition of eligibility in New South Wales, priorities have included: new arrivals, all children of non-English-speaking background in infant schools, and older students in need. In Victoria the criteria include the languages spoken in the home, the degree of literacy in the home language, the length of residence in Australia, and socio-economic and isolation factors. Generally, students are referred by class-teachers who may be assisted by specialist advisory staff.

76. Victoria has the largest complement of ESL staff with 243.2 full-time equivalent ESL teachers and advisers. Of these, the Schools Commission guarantees salaries for 230.6. There are no mandatory pre-requisites to being an ESL teacher in any of the Catholic systems other than the completion of a general teacher qualification. While completion of a TESL unit in pre-service training is seen as desirable, such units are not frequently available.

77. To overcome this deficiency in training, teachers are encouraged to participate in in-service programs organised by the State Education Departments and to undertake suitable courses, where provided, by the tertiary sector. In Victoria this is facilitated by the grant of full-time study leave. Since 1976, 52 teachers have undertaken multicultural and migrant education courses at Melbourne State College and SCV-ICE Mercy. Victoria is one of the few States to do this and the cutbacks in the Schools Commission funding for full-time study leave will have a marked effect. Additionally, the Catholic systems provide in-service training through their own support staff, along the lines operating in the government system (induction courses, professional development courses and courses for classroom teachers). Of these, the last appears to be the major focus of development. In New South Wales, the compulsory induction course for newly appointed teachers is being reduced from 7 to 5 weeks in order to provide more courses for classroom teachers. In South Australia, the emphasis of the past few years has been on the classroom teacher in aspects of language teaching.

78. A co-operative program between the Catholic Education Office of the Archdiocese of Canberra and Goulburn and the Canberra College of Advanced Education offers monthly in-service training to teachers in the ACT; in Victoria, courses have been directed at secondary school mathematics, science and history teachers as well as general language teachers.

79. The Catholic system as a whole advocates the minimisation of withdrawal classes (except in the case of new arrivals) favouring an integrated approach between the ESL specialist and the classroom teacher. The dominant pattern, however, remains withdrawal. There is no centrally planned curriculum for teaching English as a second language. In New South Wales, Multicultural Advisers are co-ordinating production of a guide to ESL teaching for class teachers. Schools are encouraged to develop local curricula. This is often a difficult task given the lack of resources for curriculum development and modification in schools and within the system.

80. A number of different methodologies operate within different Catholic systems. In New South Wales, teachers employed as ESL teachers must possess knowledge of the approach presented in the Sydney Multicultural Education/ESL Teaching Training program.

81. As in government schools, migrant education programs in the Catholic sector draw Schools Commission funding. In allocating staff salaries from this, funding priority is given by the Catholic systems to primary school teachers and therefore some students in senior classes tend to miss out on ESL instruction. This emphasis of directing proportionately more resources towards the primary sector is consistent with a concern for first phase learners who are considered to be far more prevalent in primary school. Second phase learners are considered to be those students with adequate command of oral English but having difficulty coping with English for further education purposes.

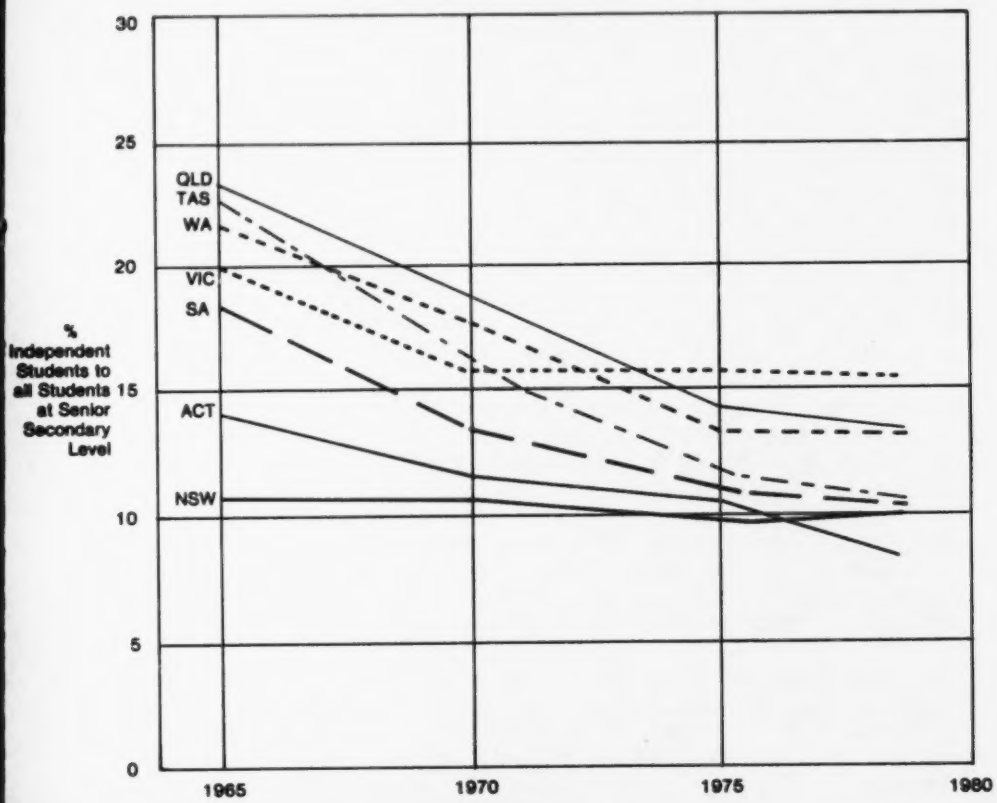
INDEPENDENT, NON-CATHOLIC SCHOOLS

82. The 137,868 students enrolled in independent non-Catholic schools in 1979 represented only 4.6% of the total school population in Australia. Historically, the independent sector has concentrated on provision of secondary

schooling. As a result, the enrolment pattern is an exact reversal of the Australian norm. In 1979, only 37% of students in independent schools were in primary classes, and 63% in secondary. Thus, while the independent sector accounted for only 2.7% of total school enrolments at primary level, it contained 14.4% in final secondary year in 1979. In Victoria, where independent schools have a firm and traditional foundation, the proportion in Year 12 was 21.5%, compared with 10.4% for New South Wales.

83. At senior secondary level (years 11 and 12) there has been a steady decrease in percentage of independent sector enrolments, and an increase in proportion of students in the government sector, as shown in Figure 1. The independent schools, which tend to have better academic results and higher retention rates (85.5% compared with 29.6% government and 43.1% Catholic) draw their pupils from a narrower socio-economic spectrum than do either of the other two. Although these schools are less socially exclusive than is popularly recognised, their clientele is more inclined to have high educational aspirations for its children and to be able to support the realisation of these aims.

Figure 1: Proportion of Students in Independent Non-Catholic Schools, 1965-79. Senior Secondary Years (Years 11 and 12)



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84. "Independent" does not mean total freedom from external control. Basic standards set by State authorities apply to all schools. Uniform tertiary entrance requirements dominate curriculum content in the final secondary years. They are however, independent of any group control. The conventional method of classification by affiliation tends to give an inaccurate impression, for Church affiliation does not denote system control and there are very substantial differences between schools grouped together in this way. Even their clientele encompasses a far greater religious heterogeneity than is commonly recognised.

85. Diversity rather than uniformity characterises these schools to an extent not present in the other two sectors. This particularly applies to Anglican schools, which account for 39% of enrolments in the independent sector. There are, in all States, loose confederations to represent joint interests, foster co-operation and discussion. These bodies do not have any effective control over their members, and not all independent schools belong to them.

86. The typical administrative pattern allows for autonomy of decision-making within schools. A Governing Council appoints the Principal or Head, who is then answerable to that body for the executive decisions adopted. The right of Heads to make all staffing arrangements, including selection and retention, means that their educational philosophies are more likely to pervade the whole school and contribute to a greater stability and continuity in staffing than is possible in other sectors. It is not, however, necessarily conducive to the introduction of new ideas and methods.

87. Atypical of this pattern are two of the smaller affiliations, the Seventh-day Adventist and Lutheran schools, which between them contain only 9% of enrolments in this sector. In each of these groups comprehensive educational decisions are the responsibility of centralised bodies, and both have their own teacher training establishments.

88. Funding and bureaucratic structures do not constrain the independent sector to the extent that they do the government sector. Although a number of initiatives have taken place without any external source of finance, by no means all independent schools can afford to introduce programs, even if they so desire — and most do not see multicultural and migrant education as a high priority.

89. The fact that the predominant funding for migrant and multicultural education is based on percentage of ethnic enrolments leads to an interpretation that the needs of predominantly monocultural schools are to be met in a later phase. This interpretation may, in large part, be responsible for the paucity of submissions from the sector in New South Wales, Queensland and Western Australia. The present basis of funding also makes it difficult, at committee level, for the independent schools representative on multicultural co-ordinating committees to support claims of such schools, even if submissions are made. The absence of independent non-Catholic schools representatives on some of the multicultural co-ordinating committees may also be a factor in deciding the proportion of independent schools who are applying for funds.

90. Independent school enrolments reflect the ethnic diversity of Australian society less than those of the other two sectors. In discussing ethnic composition in these schools it is necessary to distinguish between temporary residents and migrants. There are two groups of students, not born in Australia, who are not migrants.

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91. In the socially recognised schools there has always been a small number of children of persons who are temporary residents, having been transferred to Australia by their governments, business houses, service organisations etc. These students enter schools at various levels and often have no command of the English language on arrival, and various formal arrangements are made to meet their educational requirements. The second group is of Asian origin, predominantly ethnic Chinese, from high socio-economic backgrounds, with their earlier education in English language schools. They mostly hold student visas rather than migrant status and form a substantial and increasing proportion of enrolments, particularly in those schools which offer boarding facilities. In one school, 40% of the boarders are in this category.

92. The extent to which the student composition of independent schools can change in a short time period is largely dependent on demand for places. The more prestigious schools have closed enrolments for many years ahead, a factor which is not conducive to rapid change in the composition of the school population. Changes in ethnic composition are occurring, however, and there is no reason to believe that present trends will not continue. A wide range of ethnic groups is present in the independent schools but their numbers are small. There is little correlation, however, between either the groups or their proportions in the schools and the composition of the Australian community.

93. There are relatively few first generation migrants in independent schools. A trend which is apparent is an increase in students — mainly from Fiji and Africa — of Indian ethnicity, and of Hindu, Muslim and Sikh religious faiths. One Melbourne school has sufficient numbers of these students to provide a teacher for a Hindi language course. One Anglican school in New South Wales was atypical with over 30% of primary enrolments of Indian ethnicity and Muslim religious faith.

94. The Seventh-day Adventist and Jewish schools, however, do contain a high and increasing proportion of first generation migrants from a more diverse range of ethnic origins than those found in other schools. Most urban primary Seventh-day Adventist schools contain a high proportion of first generation migrant students because they are situated in high migrant density areas and draw from the local community. Jewish schools in three States have experienced a recent influx of non-English-speaking students from Israel, and in Sydney and Melbourne from both Israel and Russia in addition to newcomers from South Africa. Long-established and prestigious schools in Melbourne and Sydney often have 8%-12% of second generation migrants from non-English-speaking backgrounds. The predominant ethnic group is Greek. Lutheran schools also contain students from diverse origins in addition to those of German background.

95. A more accurate picture of the ethnic composition of students in independent schools will be forthcoming from the Schools Commission survey of children from non-English-speaking backgrounds, currently being undertaken in schools throughout Australia.

Studies of Cultural Diversity

96. Among schools included in the study which were predominantly monocultural (i.e. less than 5% of students from non-English-speaking origin) approximately 10% of principals were aware of the relatively recent new

dimension in multicultural education. The remainder assumed that multicultural education was migrant education. There were marked variations between States: in Queensland, Western Australia and New South Wales, there was least awareness of the change in emphasis. An understanding of the wider focus to include all Australian students was also less apparent in the few schools surveyed in rural areas compared with those in urban centres.

97. With very few exceptions however, school principals welcomed the enrichment and cross-cultural exchange made available by diverse ethnic origins in the community, supported the use of the mother tongue at home, understood the importance of students learning their own language, and the need for them to have pride in their origins. Almost all stressed that they aimed to respect and nurture the individuality of their students and there was general consensus that staff need to understand both the cultural and personal background of students if they are to educate effectively.

98. In those schools which had faced the issue in any depth, there was an almost total consensus on the need to avoid separate subject areas under such labels as "multicultural studies", which is considered to be an artificial term. The inclusion of "ethnic studies" in a curriculum was regarded as tantamount to accepting an "us-them" relationship and not conducive to producing cross-cultural understanding on a basis of equality.

99. It was repeatedly said that, to be effective, multicultural education has to be approached on a total school level and supported by sensitivity, awareness and example on the part of all staff members. How best to implement this has, however, hardly been addressed, let alone resolved. In the independent sector there has been relatively little modification of curriculum content to reflect the multicultural reality of Australian society. In this respect, however, the position is little different from schools in the other two sectors with comparable ethnic enrolment.

100. Regular reviews of curriculum content are conducted in independent schools. Six schools whose reviews are imminent said that they proposed to discuss ways of including more multicultural input. One of the 1980 submissions for a grant to introduce a subject called Multicultural Education, as an elective in years 8 to 10, arose from a review prior to the study.

101. A recently appointed Ethnic Schools Liaison Officer, who personally visits schools and encourages regular cross-sectoral contact, is responsible for wider knowledge of available curriculum material in Tasmania. In Queensland, however, where the Multicultural Co-ordinating Committee, through the Association of Independent Schools, had distributed multicultural kits prior to the study, most schools showed very little interest, although two said that they were in the process of evaluating them.

102. Many subject areas contain components of "multicultural education" because their focus is on the Australian community today. Urban geography courses which study older urban areas are examples of this. Economics courses deal with migration patterns; Home Economics with a variety of eating habits; Religious Studies and General Studies courses introduce students to comparative religions and often focus on ethnicity, but not necessarily in the Australian context. Those schools which teach Social Studies do tend to focus

on ethnicity in Australia in these courses. Many examples were given of novels studied in English courses which dealt with particular aspects of ethnic experience. At HSC level the choice is dictated by external sources, but at earlier levels schools are freer to make decisions and would welcome a wider range of novels dealing with the Australian experience.

103. Those schools which include compulsory community service as part of their extra-curricular activities find that this often promotes discussion of cultural differences in subject areas. Some schools slant their courses in order to welcome a new student and in this way extend their knowledge about another country.

Languages Used in the Australian Community

104. The last decade has seen an almost total eclipse of classical languages in the HSC examination, and even French and German are attracting smaller proportions of students than formerly. Availability of Indonesian and Mandarin Chinese, and more recently — but to a lesser extent Japanese — has no doubt been a factor in the declining proportions in the more traditional courses. Introduction of these languages, however, was related to Australian involvement in the Asia-Pacific region rather than Australian ethnic composition.

105. Italian is a popular choice at junior secondary level in both Victoria and Western Australia. These courses are no more than introductory studies, and only rarely, even in these States, is Italian offered by independent schools to HSC level. The study revealed that, while the choice is fortuitous, particularly in Western Australia where Italians are the predominant ethnic group, the teaching of Italian cannot be assumed to be, in fact seldom is, in response to the high incidence of Australians of Italian origin. Italian language programmes are, however, offered in three schools (in Victoria, South Australia and Tasmania) to mainly Anglo-Australian students explicitly for purposes of cross-cultural exchange in the wider Australian community. Two of these courses are funded by multicultural co-ordinating committees, and are offered at the primary level. The other, an optional full secondary course to HSC level, is provided from the school's own resources.

106. In all other cases, community-language teaching in the schools contacted has been provided in those schools which have addressed themselves to the need for extra provisions for their ethnic minority groups. As the enrolment of a particular ethnic group grows to substantial numbers the language is included in the curriculum and made available to all interested students.

107. In those schools included in the study, six (four in Victoria, two in Tasmania) have introduced Modern Greek language courses. Five more schools (two in New South Wales and three in Victoria) hope to do so in 1981, but in four of those schools, this will depend on external funding. All the Victorian schools offering Modern Greek language courses provide these from their own resources. The two Tasmanian schools receive small grants from the State Multicultural Co-ordinating Committee, though both commenced their courses prior to the availability of funds. One of these schools receives $1500 ($1200 for a staff member and $300 for materials). The other pays the Modern Greek teacher out of its own resources and its grant of $300 is used for resource materials.

108. The study revealed four schools (three in Tasmania and one in New South Wales) which provided Dutch language courses for their students. All these schools were originally founded by Dutch immigrants but now contain a significant Anglo-Australian component. The language courses are offered as electives and include both Dutch and other students. Although the majority of the parents of Netherlands origin now speak English at home, they want their children to have sufficient command of the language and culture of origin to be able to mix freely on visits to Holland.

109. One other school in Victoria introduced a compulsory Dutch language course in 1979 for all students in year five. They have now withdrawn this provision as the non-Dutch parents (approximately 50%) objected to their children learning a language which had "no relevance or use to their children". The principal now hesitates to introduce Dutch as an elective subject after so strong a rebuttal.

110. There was only one school in the study which provided courses as part of its curriculum in more than one community language. This was one of the Melbourne schools which taught Modern Greek, and had previously included Italian in its language department. It has offered Chinese language courses for many years in response to the ethnic composition of the community. Recently it has provided and pays for a teacher for Hindi classes which are held on school premises on Saturday mornings. All these programmes are part of normal school endeavours and are not externally funded. Language study is compulsory for all students. Hebrew, compulsory in all Jewish schools, must be regarded as a community language because it is central to ethnic identity and because of the increasing proportions of Israeli students in these schools. A similar view of the provision of German in Lutheran schools could be supported.

111. In addition to schools which offer community languages as part of their normal curriculum, others actively encourage students to enrol in TAFE courses or Saturday morning classes, and to include their mother tongue as an HSC subject. The schools often make these arrangement for students, and one school has students sitting for seven different languages at HSC. The language range varies each year. These students attend the Saturday School of Languages. Two others have arranged for ethnic school classes to be held on school premises during the week, so that their students can participate in the full range of extra-curricular activities, (eg. sport and excursions) on Saturday.

112. Both New South Wales and Victorian schools echoed the oft-expressed complaints of ethnic parents that students were disadvantaged by the scaling system at HSC level if they elected to take a community language. The small candidature was perceived by the schools to be the cause of this disadvantage, but the situation is not one which encourages parents or teachers to advise students to undertake such courses, particularly if they wish — as is common in this sector — to enter tertiary fields which require a high aggregate mark.

113. Considering the relatively low ethnic composition in the schools in the independent sector, the initiatives in community-language teaching are impressive. There were, however, a few large schools with enrolments including around 12% of students of one ethnic background, which had not introduced the native language of these students.

114. A number of schools have employed an additional staff member or members from the predominant ethnic group. These persons have provided assistance to students with an ethnic background; acted as liaison officers for parents whose English is weak, or who are reluctant to come to the school; and have assumed a "tutor" or "pastoral" role in alerting other staff members to educational and social problems concerning these students.

115. Widespread introduction of community languages, even in schools which have one predominant ethnic group, is dependent on both external funding and incentives to encourage more students to study languages other than English. All schools which wished to include an additional community language said that they were hesitant to withdraw any of their current language courses because there were sound educational reasons for their inclusion. They could not, however, afford the cost of adding an extra language. Even if they could meet the costs from their own resources, the low student demand for any language study would not make the proposition viable. While most principals decry the current monolingual status of Anglo-Australian students, there is little that schools can do to remedy this without external incentives, particularly in career fields.

English as a Second Language (ESL)

116. The independent sector does not contain large numbers of new arrivals who do not speak English. Schools most commonly deal with the ESL needs of non English-speakers on an individual basis, in some cases by using members of staff, in others by school-arranged tutors, the extra expense often being met by parents.

117. Most schools used remedial techniques where weaknesses in English language are apparent in second generation students. Four large and long-established schools, containing a significant proportion of students from non-English speaking backgrounds, had full ESL programmes for these students. Three of these were funded by the schools themselves, one by the Schools Commission.

118. All Jewish schools distinguished between ESL and remedial English and used ESL trained staff for both first and second generation students. Some of these schools were in receipt of grants and all had applied for urgently needed extra funds. All were concerned that their second generation students were being given inadequate help in ESL because of transference of staff to new arrivals.

119. As the ethnic composition of enrolments at independent schools increasingly changes, it is probable that more schools will follow the example of those which have already taken initiatives. There are, however, four necessary pre-conditions for this to materialise in the near future:

- a more widespread awareness of the potential contribution to Australian society of multicultural education
- support for new proposals, whether school-based or community-based
- continuing support, where desired by schools, for programmes already operating
- wider dissemination of the experiences in pilot projects.

120. There are many factors in independent schools supportive of multicultural education: concern for individual students, recognition of ethnic identity, and tolerance of differences are all underlying and necessary preconditions for education in a multicultural society but they are not sufficient to ensure outcomes.

121. The lack of a centralised system would suggest a more pronounced unevenness and slower progress than in other sectors. The association bodies however, provide valuable mechanisms if they are willing to undertake these tasks, given the necessary additional support.

DISCUSSION AND CONCLUSIONS

122. This study of multicultural education in Australian schools was not a comparative analysis of school systems or of types of schools. The study is indicative and suggestive rather than representative and conclusive. It reflects the extraordinary diversity that exists amongst Australian schools, but also suggests that many school system administrators and individual schools were in a position to take up the funds made available by the Schools Commission in the mid-1970s, and were quick to do so. There have been positive efforts to develop the three strands of multicultural and migrant education in the Australian school sector, and the outline of the Australian response can now be seen. A great deal of experimentation has taken place. At the same time, however, a range of difficulties and obstacles have been encountered. These have slowed the advance promised in the policy commitments of each of the systems and the willingness expressed by individual schools.

123. The obstacles encountered fall broadly under five main headings. They are:

- relationships with funding authorities
- the availability of suitably trained teachers
- the development of curricula and the availability of suitable materials
- the constraints on the individual school
- research

124. These obstacles can be seen in each of the systems and have been reported as confronting many of the independent schools. Just how these obstacles arise or are manifest, varies with a school's circumstances, which system it is in, its geographical location, and the social and cultural compositions of its student enrolment. In general terms it is clear that obstacles of these five kinds have seriously inhibited the effective pursuit of the three main strands of multicultural education despite commitment at the highest policy levels within the systems and by individual schools in the independent group.

125. Several salient points illustrate the relationships with funding authorities:

- The effect of different sets of organisational requirements separates multicultural and migrant education from the rest of the educational establishment in the particular system or school. Separate branches have been established to administer the programs, and different conditions of service and a limited career structure isolate the teachers. While there are clearly positive advantages in having a separate body pursuing the special

emphasis on multicultural and migrant education, there are also many associated costs.

- Because the accountability and financial requirements of Commonwealth and State governments may not mesh with one another, many education administrators at senior levels felt that the flexibility intended in the use of funds flowing from the grants program was not always available at the point of delivery of the educational services.
- There was some concern about the principles and criteria by which grants were distributed between States and schools. It was felt, for example, that distributing the overwhelming bulk of grants only on the basis of ethnic enrolments inhibits development of multicultural education in monocultural schools which have a particular need to stimulate expansion in this program area.

126. The availability of trained teachers was a problem confronting the two systems and the independent schools included in the study, and arising in relation to each of the strands of multicultural education. The problem was aggravated where multicultural and migrant education was separated from the remainder of the educational process. The following factors affect the availability of suitably trained teachers:

- There is often difficulty in attracting teachers to a career in multicultural or migrant education because the career, frequently, has only temporary status.
- The frequent unavailability of pre-service training in the teaching of multicultural and migrant education adds to the difficulties. As a consequence few teachers have had any acquaintance with the area during their training periods.
- In some State government systems teachers in the multicultural and migrant education area experience particular difficulties in relation to the availability of in-service training. For a number of reasons relating to State personnel policies and practices, some multicultural teachers have only limited access to suitable in-service courses. In other cases, local budgetary constraints on in-service training programs appear to have had a disproportionate affect on the multicultural component.
- Considerable doubt was expressed about the relevance of TESL training to the classroom situation. This is a general criticism made of pre-service training but the problem appears particularly acute in TESL and other language training ourses. Whether training in the language strands of multicultural education is more appropriately given during pre-service, or to experienced classroom teachers through in-service programs, is an important associated question.

127. School-based decision making is expanding rapidly. Two problems arise in relation to curriculum development and selection and allocation of staff. First, some developments are rejected by school principals and teachers because they see such changes as inappropriate at the time or they believe that other areas of curriculum development are more important. Even when schools are keen to take up multicultural and migrant education, they may be deterred by the shortage of community language and ESL teachers; those teachers may similarly be deterred by the temporary nature of the employment offered. Continuity of the program is uncertain, and this can become a general disincentive.

128. There is a widely reported shortage of suitable teaching materials for each of the strands of multicultural education, and a shortage of skills in curriculum development. In particular, there is a serious lack of materials relating to Australian society and there is a need for an effective system of circulating materials and information.

129. Many schools and administrators emphasised the need for sustained research oriented to specific educational objectives. In particular, in relation to teaching of English as a second language, there were strong attitudes towards the unavailability of suitable diagnostic tests and effective evaluation methods for teacher use to enable identification of children in need. The conclusion of the Institute's survey was that there is also an urgent need to evaluate the comparative effectiveness of the various approaches to TESL.

130. More attention needs to be given to the particular learning problems that exist in relation to particular groups of students. Significantly more research was needed in relation to the problems that arise in the teaching of community languages. Even more important than these deficiences was the major concern that the materials required were not readily available because broader research directed towards multiculturalism was itself lacking.

131. The final and overwhelming conclusion which arises from the study itself rather than the responses elicted during the study process is that the data base is insufficient. Nevertheless, the indications are that the five sets of obstacles outlined are severe and should be drawn to the attention of the appropriate authorities, including the funding agencies located within the Commonwealth sector.

132. It is recommended that the Commonwealth seek to develop with the States, machinery for the uniform collection of quantitative and qualitative information in respect of the need for and the provision of all aspects of multicultural education, including studies of cultural diversity, community languages and English as a second language. This information should be in such a form as to provide a clear base for policy development, planning and monitoring.

133. It is recommended that at least three comparative research studies be undertaken in different States into the effectiveness of different approaches to teaching English as a second language for different age groups and types of learner (first and second phase).

134. It is recommended that an effective descriptive and diagnostic test be developed for classroom use, to identify the ESL needs of students and especially of second phase learners.

5 Ethnic Schools

Schools run by and for particular ethnic and cultural groups have a history stretching back to 1839, when the Lutheran Church introduced German-speaking day schools for the children of German settlers. The schools have been established and maintained by ethnic communities because the formal education system does not adequately provide for the linguistic and cultural needs of people from non-English-speaking backgrounds. Today, more than 97,000 students are studying 45 different languages in about 1,400 after-hours ethnic schools and insertion classes, managed or sponsored by some 580 ethnic school authorities.

2. The standard model of the ethnic school is an institution supported by a local ethnic community and offering classes in community languages and cultures. These schools, comprising 90% of the total ethnic school enrolment, mostly operate after regular school time or on weekends and are supplementary to the regular State, Catholic and independent "day schools". Ethnic schools of this type range in size from 10 to 800 students. Primary-age children attend the classes between 2 and 4 hours a week and children of high school age up to 6 hours.

3. Ethnic schools and their authorities, teachers, students and parents constitute comparatively stable and permanent school communities, particularly where managed by formal ethnic organisations. For example, the Greek Orthodox communities of Sydney and Melbourne have been active in after-hours schooling since their foundation about 80 years ago. The Club Tivoli in Melbourne has sponsored German classes for an even longer period.

4. Several authorities operating within larger ethnic communities now maintain numerous schools in various capital cities. The largest of these are the Italian organisations — the Italian Assistance Association (Co.As.It.), Dante Alighieri Society and the Italo-Australian Education Foundation — and the Greek Orthodox communities in Sydney, Melbourne and Adelaide. Despite the presence of separate, and in some cases competing, ethnic school authorities within many communities, co-operation exists through formal and informal meetings, conferences and committees and in the case of several communities (especially Ukrainian and Polish) through the creation of permanent councils, associations or federations at State and Federal levels. More recently, inter-ethnic school associations or federations have been created in New South Wales, South Australia and Western Australia, and there are moves to establish similar bodies in other States.

5. While the after-hours model represents the mainstream of the ethnic school movement, it is not the only form. The most highly developed is the day

school, offering comprehensive full-time education with a significant component of ethnic language and culture. Australia has 48 ethnic day schools at both primary and secondary level, with roots in communities of Jewish, German, Lebanese, Japanese and Greek origin.

6. The Jewish day schools illustrate the way in which ethnicity and integration can be combined in a school. These schools are of a multicultural character, in relation to both the curriculum and the nature of their staff and students. Jewish studies and Hebrew, both compulsory subjects, comprise a minimum 25% of curriculum in all schools. For secular studies, staff are chosen on educational qualifications and substantial proportions are non-Jewish. The schools have an open admission policy and are concerned with strengthening their students' Australian identity, while at the same time fostering a consciousness of kind and group unity through an appreciation and knowledge of the bonds of Jewish history and culture. They meet prescribed standards in the qualifications of their core staff and the curricula, and are an integral part of the independent school system. They are eligible to receive government funding accordingly although that funding makes no significant allowance for the heavy costs incurred in their elaborate ethnic studies programs.

7. Such schools represent a growing display of Australian multiculturalism in school practice. They demonstrate the integrative aspect of ethnic diversity by featuring a co-existence of ethnic identity with a deep commitment to Australia. The curriculum and ethos of these schools is that to be a good Australian one must also be proud and aware of one's ethnic heritage and that a denial of one serves to undermine the validity of the other.

8. Different ethnic communities have adopted a variety of approaches to make their language and culture available not only to native students, but to the Australian community at large. For example, interest in Italian language and culture extends well beyond those of Italian background. Many Australians of non-Italian background also wish to study the subject at school. The Italian community through its ethnic schools has arranged for a series of insertion classes into Catholic and State schools. These classes operate by arrangement with school principals, and ethnic school authorities make teachers available to take classes during the regular school day. Six thousand children are currently attending insertion classes in more than 60 schools in Western Australia, Queensland, Victoria and the Northern Territory. More than half of these are in the Catholic primary school system, with the remainder in government schools. Insertion classes are generally offered as elective rather than compulsory subjects, and promote integration by making Italian language and culture available to Australians of all backgrounds. The growth of insertion classes is one of the clearest examples of convergence of the systemic and the ethnic educational institutions.

9. Another variant of the ethnic school movement which demonstrates such convergence is provided in language classes held in co-operation with a Technical and Further Education (TAFE) authority. For instance, TAFE in South Australia conducts Polish-language classes in co-operation with Polish ethnic educators. In Melbourne's southern suburbs, Greek communities conduct classes from years 1-12 for 1,100 students in conjunction with Bayside Learning, a community education organisation managed by Frankston and Moorabbin TAFE. The TAFE authority and the communities each contribute 50%

of the costs, TAFE paying for the over-15-year-olds and the communities for those under 15. Control is effected through local education committees, representing the communities and Bayside Learning equally.

10. Ethnic schools in Australia thus represent an important array of educational institutions whose general aim is to foster the maintenance and development of ethnic community languages and cultures within the framework of an Australian society.* This is not to say that such schools, particularly the after-hours version, have escaped criticism.

11. Deprived of financial support, and lacking the curricular and other support services available in the systemic institutions, ethnic schools have had to rely mainly on their own ethnic communities in Australia and on their countries of origin. Other support has come from major ethnic communities settled in the United States of America, Canada and the United Kingdom. These factors have limited their capacity to provide effective linguistic and cultural education and to relate fully to the Australian context. To overcome these difficulties, it is necessary that they be given appropriate acceptance as significant contributors to the education of many of Australia's young people.

12. Ethnic schools are vital to the life and structure of ethnic communities. The enormous time, energy and resources devoted to them by the communities is testimony to their appreciation of the role of the schools. These are a major vehicle for the communities to provide their children with a knowledge and appreciation of their linguistic and cultural heritage, thus strengthening the children's sense of identity and self-esteem, and lessening the possibility of their estrangement from older members of their family and community.

13. It should be noted that a number of the ethnic day schools have outstanding academic records. This is ample proof that they can provide specific ethnic and linguistic education, as well as equipping their children with all the skills supplied by other parts of the education system. If ethnic day schools cannot be seen to constitute a liability, there is little reason to believe that other types of ethnic schools do so, since they act essentially as a supplement to the education received in Australian State, Catholic or other independent schools.

14. School authorities increasingly recognise the value of ethnic schools. Thus, the Committee on Multicultural Education reported that "students' education can only benefit from a closer liaison between the programs taught in ethnic schools and programs provided in normal schools _ within the ethnic school system there exists a great deal of knowledge and expertise regarding the teaching of community languages and cultures and it seems wasteful to undertake the provisions of similar programs without the benefit of this expertise." (Schools Commission 1979, p.54).

15. Similarly, the ACT Schools Authority has recently reported that: "Ethnic schools appear to be meeting a need, especially in the provision of maintenance courses in ethnic languages and cultures. This need is not being met adequately in Australian Capital Territory government schools. There is educational and cultural value in giving children the opportunity to learn a community language

* The demand for ethnic-language teaching, particularly Greek, has been so great that a number of privately owned schools and small coaching classes (Frontistiria) have come into being.

other than English from the early primary years." (1979, p.41). The formulation of such positive attitudes towards ethnic schools on the part of systemic authorities, coupled with the development of ethnic insertion classes, indicate a clear trend of increasing communication and co-operation between the two sets of authorities. In the interests of national integrity and cohesion, it is vital that this trend should be encouraged.

Methodology

16. For this Review, the Institute undertook a survey to ascertain the various features of ethnic schools in Australia. A list of ethnic school authorities was compiled from the following sources: ethnic community institutions and organisations, foreign consulates, State Education Department records and published material. Ethnic schools' officers and organisers were also consulted to procure additional information. In all, 524 ethnic schools authorities were listed.

17. Questionnaires were sent to these ethnic school authorities requesting information on the number of schools and enrolments falling within their jurisdiction in the years 1976 to 1980. Data were also sought on curricula, funding, teacher qualifications and needs.

18. A total of 195 ethnic school authorities responded. Of these, 172 came from Victoria and New South Wales (40% of the authorities in these States, representing 596 ethnic schools and 60% of all ethnic school enrolments).

The Growth in Ethnic Schools

19. The responses to the survey provided a longitudinal dimension to the picture of growth in enrolments in ethnic schools (including insertion classes) in New South Wales and Victoria. Although the survey did not cover all ethnic schools in Australia, it provided the basis for an accurate estimate of total enrolments. The picture it presents is one of strong growth (see Tables 5.1 and 5.2).

Table 5.1: Increase in Enrolment in Surveyed Ethnic Schools

Year	Enrolments		Index (1976=100)	
	NSW	VIC	NSW	VIC
1976	15,220	16,686	100	100
1977	17,117	18,175	112	109
1978	18,336	21,175	120	127
1979	19,536	23,141	128	139
1980	20,284	25,444	133	152

Table 5.2: Increase in Enrolment in Ethnic Schools, New South Wales and Victoria

	Base Year	1980	% Increase
NSW	28,743 (1977)	35,800	24.5
VIC	28,334 (1975/76)	43,940	55.1

20. The procedure used to determine total enrolment differed for each State. The New South Wales respondents (Table 5.3) reported that in 1977 their enrol-

ments numbered 17,117, about 60% of the total ethnic school enrolment for that year (as reported by the New South Wales Ministry of Education).[1] For 1980, the survey identified 20,284 students, 65% of the numbers recorded by the Ministry of Education (31,244). The Ministry's figures are based on information provided in applications for funds made by ethnic school authorities. The Institute survey, however, found that 23 ethnic schools authorities were not included in the Ministry data. Adjusting the Ministry's figures in the light of enrolments for these ethnic school authorities brought the total New South Wales ethnic school enrolment in 1980 to 35,800.

Table 5.3: Enrolments at Ethnic Schools : 1976-80, New South Wales (Identified in Australian Institute of Multicultural Affairs Survey, 1980)

Name of Community or Language	1976	1977	1978	1979	1980
Arabic	520	725	891	1,205	1,398
Armenian	451	488	511	538	535
Assyrian	148	168	170	163	165
Chinese	69	60	63	59	71
Croatian	493	633	738	743	777
Czech	47	47	47	51	52
Estonian	24	24	32	23	23
Finnish				16	14
French			13	15	18
German	67	80	59	65	63
Greek	8,533	9,509	9,979	10,458	10,686
Hungarian				35	124
Italian	2,560	2,600	2,850	2,920	2,850
Latvian	154	152	147	145	140
Macedonian	440	452	382	487	445
Polish	329	446	502	524	530
Portuguese	205	233	331	386	399
Punjabi			40	33	30
Serbian	154	262	322	318	464
Slovak	10	13	14	18	20
Slovenian	162	159	89	81	86
Spanish	410	651	700	758	769
Turkish	125	116	147	212	287
Ukrainian	319	299	309	283	338
TOTAL	15,220	17,117	18,336	19,536	20,284

21. In Victoria, the survey (Table 5.4) reported 16,686 enrolments in 1976. This compares with 28,334 students in 1975/76 identified by Tsounis (1976, p.36). For 1980, the Institute survey identified 25,444 students enrolled in ethnic schools.* Additional information was collected from a number of sources for those authorities that did not respond to the survey. For Greek schools, the 1980 estimate was supplemented by information supplied by the Greek Consulate and by the Year Book of the Greek Orthodox Archdiocese of Australia. For other ethnic schools, information was derived from the Council of Public Education, which was still in the process of compiling and verifying its data. Information was

* This figure includes 4,729 enrolments in 44 privately owned Greek schools. The numbers enrolled in Frontistiria are extremely difficult to ascertain and are excluded from the survey. Tsounis, however, estimated that there were about 500 Frontistiria with an enrolment of 7,000 students (1976, p.18).

further cross-checked against data acquired through interviews. Authorities that did not respond to the survey, and for which no sources of figures were independently available, were not included in the survey total. On this basis, total student numbers for Victoria were conservatively calculated at 43,940.

Table 5.4: Enrolments at Ethnic Schools: 1976-80, Victoria
(Identified in Australian Institute of Multicultural Affairs Survey, 1980)

Name of Community or Language	1976	1977	1978	1979	1980
Arabic	150	175	200	250	500
Armenian	75	75	80	82	102
Assyrian				10	–
Chinese (Mandarin)	124	152	167	187	576
Croatian	1,484	1,740	2,175	2,356	2,310
Czech				12	48
Estonian	19	16	12	9	4
German	254	217	218	217	211
Greek	8,082	8,495	9,698	10,802	11,303
Hebrew	217	218	232	246	230
Hungarian	135	180	159	172	138
Indo-Chinese (Vietnamese, Lao Kampuchean)					290
Italian	3,700	4,300	5,300	5,900	6,600
Japanese	150	162	183	194	219
Latvian	161	165	180	157	154
Lithuanian	72	70	68	64	64
Macedonian					18
Maltese			108	154	200
Polish	468	495	473	498	486
Portuguese	18	18	22	26	30
Serbian	5	10	10	20	30
Slovak					20
Spanish				45	124
Swedish			22	25	30
Swiss (German)	20	20	20	25	25
Turkish	1,501	1,598	1,782	1,630	1,670
Yiddish	51	69	66	60	62
TOTAL	16,686	18,175	21,175	23,141	25,444

22. Data on enrolment in other States were obtained from a combination of sources, including information supplied by the respective Departments of Education, Ethnic Communities Councils, Ethnic School Associations, Italian Consulates, Catholic Education Offices and consultations with community groups. Published sources used for obtaining enrolments include the Year Book of The Greek Orthodox Archdiocese of Australia, The Italian Ethnic School in Adelaide by G. Geracitano, and Ethnic Community Schools in Canberra by J. Houston. A research study funded by the Institute into the development of ethnic schools and programs in Western Australia was also used.

23. Using all available sources of information it was possible to estimate the number of ethnic school authorities, schools and enrolments in 1980, as shown in Table 5.5.

Table 5.5: Estimated Number of Ethnic School Authorities, Schools and Enrolments in Australia: 1980

	NSW	VIC	QLD	SA	WA	TAS	ACT	NT	TOTAL
Ethnic School Authorities	203	226	29	77	23	5	21	6	590
Ethnic Schools	410	655	86	174	44	5	30	9	1,413
Enrolments	35,800	43,940	4,350	7,230	3,030	350	2,200	370	97,270

24. The increases in enrolments are substantial for the large ethnic communities (Greek and Italian) and the comparatively new communities (Turkish, Vietnamese, Arabic-speaking, Spanish and Portuguese). The growth of ethnic schools is also evident from recent information on Maltese schools in Melbourne after 1978 — a development deemed to be partly influenced by Maltese radio programs. Such continuing commitment to ethnic cultures underlines the stability of ethnic identity and the vitality of ethnic schools based upon it.

25. The trends for the smaller and older communities from eastern Europe are, however, equally significant. The schools of these groups have either decreased slightly or substantially retained their student numbers, despite the fact that their communities have not grown through immigration for nearly 30 years.[2] A large number of their students are children whose parents were either born in Australia or came at a young age.

26. It should also be noted that the growth of ethnic schools in other States and Territories seems to be less extensive than in New South Wales and Victoria for the same period, the major exception being Italian ethnic schools, which generally show a steady increase in student numbers throughout the country. Although the general upward pattern of ethnic schooling is maintained in a great number of communities, enrolment rates vis-a-vis the total community vary considerably with ethnic groups and place of settlement. For example, the enrolment is as high as 85% in Ukrainian schools and equally high in metropolitan Melbourne's Greek schools, but below 50% in the Greek schools of the smaller, older and more dispersed Greek communities of Western Australia, Queensland and Tasmania.

27. Most ethnic school students are primary-school children whose ethnic-linguistic needs are at present least catered for by systemic schools. The Report on Ethnic Schools in Victoria shows that 70% of students in 1975 were in the 6-11 age group (Tsounis 1976, p.41). The total growth in ethnic schooling since 1975 has also been significant in that a substantial increase occurred in the number and size of secondary ethnic schools, particularly among the Greek communities. The number of Greek high-school students increased from an estimated 2,000 in 1976 to 6,000 in 1979. This shows that a desire to maintain ethnic cultures and identity is not limited to the elementary level. The attendance of older children, who in secondary ethnic schools are generally less easily influenced by their parents, may be taken as a reflection of the current revival of interest in ethnic identity.

28. The Institute survey, as well as the study undertaken in Western Australia on behalf of the Institute, showed that 95% of schools were open to non-native speakers. About 9% of students were non-native speakers at the ethnic schools surveyed in New South Wales and Victoria. These figures include students in insertion classes. From the available information, however, it is not possible to ascertain what percentage of those students did not have the ethnic background of the community whose school they were attending. It is estimated, however, that about 25% of students in Italian insertion classes do not have an Italian ethnic background.

29. It was clear from community consultations that those most concerned with ethnic schools strongly supported the involvement of people from non-ethnic backgrounds in their schools, on the grounds that this would make an important contribution to understanding between groups. This perspective has been independently validated by Kringas and Lewins who found that, "Among migrants, ethnic schools were seen as not only promoting multiculturalism by perpetuating ethnic languages, but also promoting ethnic equality by means of such processes as making Australians more aware and tolerant of different ethnic minorities." (1979, p.101).

Quality of Education in Ethnic Schools

30. It is generally considered that the quality of education offered by the majority of ethnic schools falls short of that of systemic institutions. Such a view was underscored by ethnic community representatives (see Chapter 3), and reports dealing with the subject have made this point directly or by implication. The most recent, that of the ACT Standing Committee on Education is quite representative, in its statement that: "Educational conditions in most ethnic schools are poor, reflecting such factors as lack of resources, inadequate accommodation, the use of untrained teachers and administrators and inappropriate teaching materials." (1980, p.22).

Staffing

31. The survey of after-hours schools and insertion classes found that 70% of the teachers had been educated at tertiary level. More than 30% of teachers received their tertiary training in Australia, and there is a steady increase of this group. Of those teachers who were educated only to secondary level, well over 90% received their training in their country of origin. The number of teachers with tertiary qualifications continues to increase. Table 5.6 gives a detailed breakdown of the survey data.

Table 5.6: Number and Country of Origin of ESA Teachers

	Australia		Home Country	
	Secondary Education	Tertiary Education	Secondary Education	Tertiary Education
NSW	1	160	267	390
VIC	21	154	154	312
TOTAL	22	314	421	702
% of Total	1.5	21.5	28.9	48.1

32. Many ethnic school teachers receive no payment or their remuneration is limited to allowances for the cost of travel or other expenses. Where regular payments are made, these are well below those paid in the State education system. Ethnic school teachers also rarely enjoy the benefits of security of employment and established minimum working conditions.

33. The response from the survey indicated that 90% of teachers employed by the ESAs expressed a desire for further training. The Institute's community consultations indicated the main concerns in this area. It was pointed out that some teachers had received their training overseas many years ago and were out of touch with modern teaching techniques. Others have local qualifications but lack specific training in language teaching. Some younger trained teachers who have migrated recently are teaching in ethnic schools, but among eastern European communities, for example, which have been cut off from the homeland education system for many years, the teachers are older. A strong need was perceived for ethnic-language studies for teachers who were educated in Australia. There was also considerable concern, particularly among the smaller ethnic groups, for such teachers to know more about their particular country of origin's history, geography and culture. Australian-educated teachers have few opportunities to study these at a formal level except when they themselves have been students in ethnic schools. The importance of history and geography and other cultural subjects in the school curricula is indicated in Table 5.7.

Table 5.7: Subjects Taught by Ethnic School Authorities
New South Wales and Victoria (151 Respondents)

Language and :	Culture	History	Geography	Religion	Folk Arts	Sports
NSW	43	62	63	39	42	1
VIC	40	47	37	32	9	3
TOTAL	83	109	100	71	51	4
% of Respondents	55	72	66	47	34	3

34. It was often stated that teachers trained overseas had a particular need to acquaint themselves with Australian educational philosophy, psychology and methodology. In addition they need courses in Australian history and sociology, so that they may better understand the social environment in which they are teaching and in which their students live.

Premises

35. Most ethnic schools hold their classes in hired premises. Tsounis found that 24% were using government buildings and 29% Catholic school buildings (1976, p.44). The same report showed that 40% of ethnic schools were housed in school premises owned or rented by ethnic school authorities. Many of these, however, were no more than makeshift classrooms, often in old and discarded warehouses and shops. They were frequently ill-lit, poorly heated and either badly equipped or totally unequipped. The position seems to have improved somewhat since 1976, with systemic authorities generally offering greater access to their buildings. In New South Wales, for example, the great majority of

ethnic schools use systemic school buildings. In Western Australia in 1980, 46.6% used their own premises, 20% community halls, 20% government schools and 6.6% Catholic schools.

Teaching Materials

36. Teaching materials in ethnic schools are largely from the countries of origin, except for the schools of some eastern and central Europeans, and Indo-Chinese, who generally rely on materials produced elsewhere. Most central and eastern European schools make some use of materials produced in other countries of ethnic concentration in the Western world, especially the United States of America, Canada, Great Britain and France.

37. The New South Wales Ethnic Affairs Commission has commented: "The lack of appropriate teaching materials, particularly books developed in Australia for Australian ethnic groups, often presents a problem to ethnic schools. Overseas textbooks are often outdated and irrelevant to Australian conditions. During 1977, research by the Community Language Materials Project of the Directorate of Studies within the Department of Education, established the unsuitability of much of the material published overseas as well as the paucity of quality local products." (1978, p.148).

38. The use of texts from the country of origin may not always be appropriate to meet the needs of Australian children. Many of the books now being used are excessively oriented to the countries from which they originate and may present an image of history and literature that takes insufficient note of the contribution and points of view of other countries. It is particularly necessary in Australia to produce materials to show the essential complementary nature of cultures and to teach languages and cultural heritage from a comparative and international perspective, but presented in a way that incorporates the growing Australian tradition of cultural tolerance and free interaction of people from different backgrounds.

39. The overseas texts assume that the student is resident in the country of origin and therefore conversant with, and sharing in, its total cultural framework. But Australian ethnic communities tend to develop quite distinct cultural forms in their new homeland and traditional values are frequently altered. For instance, traditionally accepted roles for women are often modified because many ethnic women in Australia take jobs outside the home.

40. The children's command of ethnic language in Australia is almost always less highly developed than that of their age group in the country of origin. When using texts from those nations, teachers are faced with the problem of materials in which subject content and level of language difficulty are frequently mismatched. Some texts from the countries of origin assume that specific supporting materials will be available, yet these materials may not be readily accessible to Australian students. Communities such as the Polish and Ukrainian rely heavily on materials produced in the United States, Canada and Britain, while the Indo-Chinese draw on some resources from France. Although these texts have some advantages over those from the countries of origin, they fail to reflect the social realities of Australian society and treat cultures concerned outside their Australian multicultural context.

41. Researchers such as Unikoski (1978) also point out that such text-book authors can be out of touch with modern pedagogical developments and even the teachers may see their works as outdated. In some instances, the overseas ethnic materials are also produced with very limited financial resources and this is obvious in the poor quality of paper, printing, illustration and binding.

42. Some ethnic groups have attempted to produce materials in Australia. The survey indicated that about 40 ESAs in Victoria and New South Wales were taking some steps towards developing their own teaching materials. Occasionally these attempts have been supported by Schools Commission innovation grants. While such efforts may help to overcome some of the difficulties mentioned above, the limited resources of ethnic communities prevent a comprehensive move to satisfy the demand for texts of high academic standard that reflect the multicultural nature of Australian society. The fact that often, ethnic school teachers involved in developing curricula are not professionals with appropriate training and experience, is a further difficulty.

Ethnic School Funding

43. Ethnic schools meet their costs from one or more of the following sources: donations; fees; government grants; school fund-raising activities; and the general revenue of the institutions that maintain and sponsor them, such as ethnic churches. Table 5.8 outlines the major (more than 50%) source of funding of ESAs that responded to the survey in New South Wales and Victoria.

Table 5.8: Main (50%+) Source of Funding (no. of ESAs)

	State Govt.	Home Country	Fees	Donations
NSW	8	2	35	27
VIC	9	3	44	26
TOTAL	17	5	79	53
% of Total	11.0	3.3	51.3	34.4

44. About half of the authorities obtained the majority of their funds from school fees. An additional third relied upon donations for the running of their schools. Support from State governments and the home countries represents only a small percentage of total funding.

45. School fees in after-hours ethnic schools range from nominal sums to $300 per year. In Victoria, Greek Orthodox community schools generally charge between $100 and $120. Most ethnic communities, however, set their fees at between $20 and $60 per year. The assistance received from the governments of countries of origin is usually confined to the supply of school books, but in several cases it takes the form of cash grants. The Italian government provides subsidies, usually between $7 and $17 per student, at Italian ethnic schools, including insertion classes. All students, regardless of ethnic background, are covered. Other governments, including the Swedish, Swiss, Japanese, Portuguese, Macedonian, Spanish, German and Greek, provide small grants to a few ethnic schools.

46. An analysis has been made of the income and expenditure statements of two major ethnic school authorities in Victoria — the Italian Assistance Association (Co.As.It.) and the Greek Orthodox Community of Melbourne and Victoria. These authorities teach about 15% of the total number of ethnic school students in Victoria. Financial statements relate to 1978/79 for Co.As.It. and to 1979/80 for the Greek Orthodox Community.

47. Grants from the Italian government constitute about 60% of income for Co.As.It. and student fees about 40%. For the Greek Orthodox Community, fees represent more than 90% of income. While there are considerable differences in the sources of income, the use of funds is fairly similar. The main operating expense is teacher salaries, constituting between 70% and 72% of total operating costs in both cases. Excluding administrative costs, the next major expense is rent and the hiring of classrooms. Rent equals about 4% of costs in Italian schools, and about 7% in Greek schools. The cost of books and teaching materials represents only a small part of operating costs — usually below 2%. This is because the home governments donate the bulk of the books used.

Table 5.9: State Funding for Recurrent Expenses

	Source	Amount	Criteria
NSW	Ethnic Affairs Commission through Ministry of Education (1979/80)	$165,000	Funding on needs basis. Schools must teach a community language to children, be held after normal hours and be non-profit making. They must supply information on numbers of students, times and duration of classes, subjects covered and all other sources of financial assistance. A Statement of Expenditure is required to demonstrate how any previous State government grant was spent.
SA*	Education Department (1980)	$161,868	Per capita grant of $28 per student in ethnic schools, provided information is supplied under following headings: Names, ages and day-schools of students; Statement of Expenditure of previous year's grant (if applicable).
VIC	Ministry of Immigration & Ethnic Affairs (1979/80)	$19,000	Funding on the basis of needs for particular projects, which include items like in-service training, conferences, production of materials and purchase of equipment. Guidelines specifically exclude salaries.
TAS	Education Department (1979/80)	$12,000	Funding of $4,000 on the basis of needs to ethnic school authorities which provide a valuable educational service not offered by schools in the formal education system.

* The figure for this State is not final, as 1980 funding applications are still being processed.

48. The value of ethnic schools has recently come to be recognised by State governments as indicated by the financial support outlined in Table 5.9. Only one, Tasmania, has provided funds for capital works, with the Greek ethnic school authority receiving $105,000. Consideration is currently being given to providing a grant of $55,000 to the Italian community for the purchase of property.

Conclusions and Recommendations

49. Findings from this Review show that ethnic schools have grown considerably over the last 5 years, and continue to enjoy the strong support of ethnic communities and an increasing number of educational authorities and State governments. The Institute sees the teaching of community languages as an integral component of the total system of education as it strives to cope with the needs of a substantial section of the population which wishes to ensure the maintenance of community languages and to provide for the cultural needs of ethnic groups. The choice is not whether ethnic schools will continue to add to the education of a substantial proportion of Australian children, but whether this education will be of a type and quality commensurate with their role as components of the total system of education in Australia.

50. The needs of ethnic schools cannot, however, be regarded as uniform. Ethnic school needs differ as widely as the communities that support them. However, there is, in the first instance, a need for general assistance to increase ethnic schools' capacity to educate their students. This capacity is severely circumscribed, even among the larger and better organised communities, so long as they believe it inappropriate to establish full day schools and thus bring themselves under the normal funding established by the Schools Commission for independent schools.

51. It is accordingly recommended that for an interim 2 year period, a per capita grant of $30 per pupil should be made available to approved ethnic school authorities providing supplementary community language and culture programs, including insertion classes, on an open admission and non-profit making basis.

- *This grant is to be used solely for education and education related purposes including salaries of teachers, curriculum development, supply and development of teaching materials and related equipment, and rental of suitable premises.*
- *The grant would be conditional on these authorities supplying information on the number of students, their ages, normal day school enrolment, time and duration of classes, subjects covered, the use of the money granted, and an audited statement of expenditure.*

52. Further, in order to identify the specific needs of ethnic schools, it is recommended that a detailed survey of ethnic schools should be undertaken. The survey's focus should include an examination of the special needs of the smaller ethnic communities, and those more recently arrived, modes of upgrading teaching qualifications, curriculum materials, equipment and administrative support. The survey should be completed expeditiously, and form the basis of recommendations to the government.

6 Tertiary Institutions

At the apex of Australia's educational structure is the tertiary education system. It comprises universities, colleges of advanced education and various forms of technical and further education. Together they constitute a substantial part of the educational establishment. In the last 30 years the system has been vastly expanded and diversified in response to the demand for increased educational opportunities and the necessities of Australia's demographic, social and technological development. Even though in the latter part of the seventies an era of dramatic and general tertiary growth was replaced by selective encouragement of particular components of the system, the system's size and significance remains undiminished. Today, approximately 1,600,000 students are enrolled in tertiary institutions — equivalent to a full-time student body of about 500,000 — while the Commonwealth budget allocation for 1980/81 is $1,618 million.

2. It is of a critical importance to a multicultural society that tertiary education should incorporate multicultural perspectives into its curricula. Tertiary education is in the intellectual vanguard of society. Its teaching and research functions are a major mode of recognising, maintaining and developing cultural values. The graduates of the system provide essential services to society, and contribute to the formulation and implementation of public policies. They play a significant part in forming public opinion and they educate Australia's teachers. Without the participation of the tertiary educational sector, the pursuit of multicultural goals will be severely limited.

3. Clearly, the relevance and responsiveness of the system is of major significance to multiculturalism. However, this does not — nor should it — axiomatically mean that multiculturalism should be of significance to tertiary education. In some quarters there is a hyper-sensitivity to the introduction of new emphases, and a tendency to equate the non-traditional with "soft options" and "fads". Such concerns do need to be taken seriously. It has to be demonstrated that an effective treatment of multiculturalism should be of significance within the context of the goals and aspirations of tertiary education.

4. The Sixth Report of the Australian Universities Commission (1975) stated that in the case of universities "the purposes for which [they] are founded and for which society continues to maintain them, include the preservation, transmission and extension of knowledge, the training of highly skilled manpower and the critical evaluation of the society in which we live." These goals apply, albeit in different ways, to the other sectors. Colleges in the Advanced Education and the Technical and Further Education sector (TAFE) are also concerned with preserving and transmitting knowledge, although their studies are frequently less theoretical and less oriented to extending knowledge than those pursued at universities. Both CAEs and TAFE are committed to training skilled manpower, but have a greater vocational emphasis and a more pronounced focus upon

applying knowledge and skills than do universities. Moreover, while research and the critical evaluation of society are usually seen as a special university function, it is unquestionable that CAEs also engage in these activities, and that they are the concern of some streams in TAFE.

5. As outlined in Chapter 2, multicultural education has three essential and distinct strands: they are the teaching of English as a second language; studies of ethnic and cultural diversity in Australia; and the teaching of languages used in the Australian community. Each of these strands relates quite directly to the responsibilities inherent in the tertiary system's goals and purposes.

6. The Preservation, Transmission and Extension of Knowledge. Insofar as this goal relates to knowledge about Australian society and its heritage, it should reflect the fact that Australia is ethnically and culturally diverse. To pursue this goal both adequately and comprehensively, the system needs to preserve, transmit and extend knowledge about the groups comprising our society and the cultures, history and literature that are part of our nation's heritage. The absence of adequate opportunities to study and research such issues means that the knowledge goals of the tertiary sectors are not being effectively met. It also means that studies of significant groups and cultures are denied valuable and prestigious resources, and the socially important imprimatur that they are worthy of serious intellectual attention.

7. Training Skilled Manpower. As the area responsible for teacher training, the tertiary sector has a specific responsibility to provide courses that train people to teach English as a second language, as well as provide courses in other community languages and studies in cultural and ethnic diversity. Moreover, the skills of many professions and vocations requiring tertiary accreditation have strong social as well as technical dimensions. Courses in client-centred occupations such as education, law, health and social work should make their students aware of the significance of the cultural dimension of their clients' needs, perspectives and problems. In particular, there has to be an understanding of the impact of migration on clients' problems and the professionals' response to them. There is also a need to develop skills in communicating with people from diverse linguistic and cultural backgrounds as well as acquiring knowledge about the resources available in the community to assist in resolving their problems.

8. Critical Evaluation of Society. The immigration to Australia of people from many countries has been a central element in our social, political and economic development. It raises fundamental issues of national cohesion, of the appropriateness of the institutional response to diversity, as well as constituting an essential element of disciplines seeking to understand Australian society. Any attempt to evaluate our society critically without an appreciation of its cultural and ethnic diversity is not only partial but inadequate.

9. In the pursuit of their varied goals, tertiary institutions are clearly influenced by the social realities around them, which are eventually reflected to some extent in course offerings. Thus, from their very beginning, Australian tertiary institutions have offered courses or subjects relating to overseas cultures. In their first phase, the choice of such subjects was profoundly influenced by the British model. In the early 1960s, coinciding with the rapid expansion of tertiary institutions and greater concern with Australia's

international position, a significant expansion into new world languages occurred, together with a growth of Asian and comparative studies in general. By the 1970s tertiary institutions had begun to initiate responses to reflect the fact of Australia's cultural diversity.

10. On the whole, however, despite some movement and a considerable expansion of course offerings in most disciplines, by the middle of the decade there was no reason to doubt the broad validity of the Kramer Committee's judgement that the development of courses: "in the language and culture [of ethnic groups] who represent a significant component of Australia's migrant intake... is long overdue... To continue to neglect the establishment of such studies at the tertiary level, would in the Working Party's view, be to waste an opportunity to develop courses which are highly desirable both for their own sake and for their value to the wider community." (Kramer 1975, p. 51.)

11. The object of the present study was to determine in broad terms the extent to which the tertiary sector had made progress since the mid 1970s in overcoming the neglect identified by the Kramer Committee.

12. Consultants and commissioned researchers collected information from faculty handbooks, other published sources and through interviews with academic and administrative staff. The Tertiary Education Commission, the Commonwealth Department of Education, the Queensland Board of Advanced Education and other Commonwealth and State authorities also provided assistance.

13. In general, sufficient information was available for universities and CAEs throughout Australia to construct a clear profile of the existing situation. The TAFE sector, however, embracing a large number and variety of institutions whose program and enrolment data are often not easily obtainable, was less amenable to analysis. Nonetheless, considerable data was collected, from South Australia, New South Wales, Western Australia and the Australian Capital Territory, courses from these States comprising about 65% of all TAFE offerings.

COMMUNITY LANGUAGES IN THE TERTIARY SYSTEM

14. In its Report (1975), the Working Party on Languages and Linguistics (the Kramer Report) found "no evidence of any significant unsatisfied demand for enrolment in language courses offered by Australian Universities" (1.20). It recommended no "significantly greater commitment of financial resources to language teaching" and emphasised the dangers of "duplication of effort and diminution of standards in language teaching if a large number of small language departments are developed" (1.24). It urged those departments offering community languages to consolidate and expand their enrolments and courses (3.13). Despite this extreme caution, the Working Party felt that the case for community languages warranted the proposal of four establishment grants of $75,000 each (Dec. 1974 prices), in order to introduce studies in four of the languages and cultures of the following countries or major cultural groups represented in the Australian community: Czechoslovakia, Hungary, Latvia (and Lithuania), Lebanon, Malta, Poland, Turkey and Yugoslavia. It intended that its recommendations "should act as guidelines to universities for future developments" (1.25).

15. In its Sixth Report the Australian Universities Commission accepted the finding that "student demand for such courses [languages] is falling" (1975, 6.35), but also endorsed the recommendation for the four establishment grants. Although the Sixth Report was rejected by the government in 1975, the Tertiary Education Commission (TEC) alluded again to the recommendations regarding community languages in its Report for the 1979 — 1981 Triennium (TEC 1978, 4.55). To date, however, the TEC has not regarded community languages as a sufficiently high priority for it to allocate the funds necessary for the implementation of the recommendations.

16. Since 1975, the considerations that prompted the Working Party to make its recommendations have become progressively more compelling. Demand and support for the teaching of community languages has clearly risen. For instance:

- Local Greek communities have provided funds well in excess of new development grants for the introduction of Modern Greek into the Universities of Sydney and Melbourne.
- In 1978 and 1979 the fact that there were approximately three applicants for every place in elementary Italian at Melbourne University (students from other institutions were excluded) indicated that the demand has considerable depth.
- Modern Greek was introduced as an HSC* subject in Victoria in 1973 and in New South Wales in 1976. In 1979, 916 candidates took the subject in HSC in the two States and in 1980 there are more than 400 university students in Modern Greek at the two universities.

17. In one of the few surveys of student preference, 455 students at the University of New England (which already teaches Italian and Modern Greek) were asked which other languages they would like to study (Andreoni 1979). The students nominated 23 languages and the interest in five of these — Spanish, Arabic, Polish, Turkish, and Yugoslav — was sufficiently high to suggest that a course in each of them would be viable.

18. The support for community languages not yet taught in universities is evidenced in the efforts of ethnic communities to have their languages introduced. The Ukrainian community, for example, has established a $250,000 trust fund with which it hopes to endow a chair in Ukrainian. Although the language is not taught in any Australian university, 52 students sat the HSC examination in 1979. The community's approaches to several universities have been unsuccessful.

Student Demand at Entrance Level

19. Increased student demand for tertiary language courses is also evident in increased numbers of students taking languages at HSC level. Nationally, development in demand for community languages since 1974 has far outstripped that for other languages. As Table 6.1 shows, enrolments in

* HSC = Higher School Certificate. Used here for Year 12 or matriculation examinations in all States.

community languages have increased by 109%, while total language enrolments (due to losses in the traditionally taught languages) are 2% less in 1979 than in 1974.

Table 6.1: Numbers of HSC candidates in groups of languages*

	1974	1979	% Change
Community languages	1,640	3,422	+109%
Asian languages	1,510	2,254	+49%
Traditional languages	12,261	9,424	−23%
TOTAL	15,411	15,100	2%

Source: State secondary education authorities.

20. It should be noted that the decline in total language enrolments appears to have been arrested in 1977.** The 1979 figure shows a 5% increase over that for 1978, although total HSC candidates fell by more than 2%. Table 6.1 shows that the reversal of the downward trend has involved a shift away from traditionally taught languages towards Asian languages and, to a much great extent, community languages. This shift has implications for the tertiary sector. Students may wish to continue their studies in community languages, and increasing school enrolments create a demand for tertiary-trained teachers.

Availability of University Language Courses

21. In the past 6 years there has been a substantial expansion in the number of language courses in universities. Community languages have participated only marginally in this growth. Despite the evidence of demand, only four of the sixteen major developments since 1974 involve community languages (three Italian, one Modern Greek).

22. In addition to the language developments listed in Table 6.2, six new languages have been introduced into the university system since 1974. Two have not been spoken for centuries and the two community languages Polish (ANU 1975) and Serbo-Croatian (Monash 1977) are available only in alternate years or as a later year option (Serbo-Croatian ANU 1980).

* All HSC languages are grouped into these categories of convenience. Other groupings are equally possible. Nothing is implied with regard to the community status of any of the languages; it is impossible to determine the extent to which Italian, German or Chinese, for example, are taught or studied as community rather than international languages. These groups are nevertheless felt to reflect the movement towards Australian multiculturalism:

- Community languages: Italian, Modern Greek, Czech, Hungarian, Latvian, Lithuanian, Polish, Serbo-Croatian, Ukrainian, Turkish, Slovenian, Hebrew, Russian, Spanish, Dutch. Of these, Dutch has declined by 33%, and Russian by 1%. Modern Greek was first offered in 1973, Polish was only available in Tasmania in 1974 and all others except Spanish and Hebrew have been introduced since 1974.
- Traditional languages (that is, traditionally taught): French, German, Ancient Greek, Latin. Of these, German shows a marginal increase of 1.7% while French has dropped from 56% of total language enrolments to 39%.
- Asian languages: Chinese, Japanese, Indonesian, Malay.

** The decline had stopped in Victoria and South Australia by 1974, in Western Australia and Tasmania by 1976, in New South Wales by 1977, and the same may be expected in Queensland where the language requirement for university Arts courses was relatively recently abolished but community languages are beginning to expand with Modern Greek available at senior level for the first time in 1980.

Table 6.2: Major Developments Since 1974*

Malay	:	Murdoch (1975)
French	:	Wollongong (1975)
Chinese	:	Griffith (1975), Adelaide (1975), Murdoch (1975), Macquarie (1978)
Japanese	:	Adelaide (1975), Tasmania (1975), Newcastle (1976), Griffith (1976)
Indonesian	:	Griffith (1976), Flinders (1976)
Italian	:	Griffith (1976), James Cook (1976), Wollongong (1977)
Modern Greek	:	Western Australia (1980)

23. Modern Greek is not offered at honours level at the Universities of Sydney and Melbourne and students are thus effectively excluded from post-graduate study in Australia or abroad. Honours courses in Italian are not available at Wollongong, James Cook, the Australian National University, La Trobe, or New England.

24. Czech, Slovenian, Ukrainian, Lithuanian, Hungarian, and Turkish, which are available at HSC level, are still not taught in any Australian university or CAE.

25. Thus, the need for community languages in universities remains. The Universities Commission (Kramer 1975) Working Party considered their introduction long overdue in 1975 and, in a period of declining language enrolments, recommended four grants for the establishment of courses in community languages and culture. In 1980, the demand and support for community languages is indisputable and the need for their teaching in universities has become increasingly urgent. In the light of these changes, it is clearly necessary to adjust the Working Party's recommendations to the contemporary situation.

26. *Accordingly, the Institute recommends to the Tertiary Education Commission that it make available eight recurrent grants of $50,000 each (September, 1980 prices) in the 1981 academic year for the establishment of courses in community languages and culture in universities. In consultation with ethnic communities, universities and other interested parties, distribution of these grants should be determined on the basis of need and demand so as to:*

- *overcome the under-representation of certain community languages already taught*
- *introduce community languages not yet taught in any university.*

27. In many cases, existing departments teaching allied languages would be willing to introduce the required courses. Such an arrangement would circumvent many of the problems alluded to by the Working Party in the creation of a multiplicity of small and inadequate language departments.

28. More importantly, specific steps would need to be taken to ensure access to these courses. The corollary to avoidance of wasteful and inefficient duplication is the removal of unjustifiable hindrances created by a diversity of autonomous faculties and institutions. *The Institute therefore recommends that,*

* Three universities commenced teaching in 1975 (Griffith, Murdoch, Wollongong) and one in 1977 (Deakin). Their language offerings are included in the list. Murdoch also offers reading courses (two per year of Spanish, Russian, Italian, French, and German to Year I students), Wollongong is providing in 1980 a service course in Spanish for graduate students, while Deakin offers no languages.

in order to preserve student access to courses while avoiding the dangers inherent in unnecessary duplication, the Tertiary Education Commission provide guidance for universities and CAEs to review their admission policies where necessary so that qualified applicants wishing to undertake studies in specific languages may be admitted to the appropriate institution.

29. In its advice to the Tertiary Education Commission for the triennium 1979-81, the Universities Council supported the TEC proposal for a working party to investigate the question of the provision of external studies, expressing the view that a limited number of institutions in each State should enter the field. If interpreted strictly, this policy could have the effect of severely curtailing opportunities for language study. Given the problems of access that arise when courses in a particular subject are not available in a large number of institutions, *the Institute further recommends that the Tertiary Education Commission should assist those responsible for languages taught at a restricted number of institutions to develop facilities for external studies.* Such facilities already exist in some instances. Although this solution is by no means completely satisfactory and correspondence courses should never be a substitute for residential studies but always an adjunct to them, it may be the only solution for a number of languages.

30. It is also recommended that the Tertiary Education Commission provide clear guidance for institutions in their attempts to negotiate co-operative arrangements among themselves for the offering of community language courses.

Student Demand for University Language Courses

31. The falling trend in student demand for language studies observed since the sixties reversed sharply in the mid seventies. Table 6.3 clearly reflects this reversal.

Table 6.3: Student Load (WSU)* in University Language Departments

Year	Language Departments (WSU)	Other Arts Depts (WSU)	Language/ Other Arts (%)	Total Students (WSU)	Language/ Total Students (%)
1970	4,570			102,316	4.5
1972	4,551			114,202	4.0
1974	4,728			125,338	3.8
1977	5,951	41,263	14.42	139,982	4.25
1978	6,118	40,587	15.07	139,797	4.38
1979	6,483	39,256	16.51	138,851	4.67

Source: For 1970-1974, Kramer Report (1975); for 1977-1979, data supplied by the TEC to the Institute

32. Impressively, the surge in demand comes at a time when in most, if not all universities, a language is no longer compulsory for an Arts degree. It may also

* WSU = Weighted student units. The student load in WSU for a given subject is calculated by multiplying the number of persons enrolled by the fraction of a normal full-time course which that subject represents. There are approximately three undergraduate students per WSU in individual subjects.

be assumed that the demand is even higher than the figures in Table 6.3 indicate. Courses at both elementary and advanced level are not available in all languages at all universities, and hence access to some languages is restricted. Entry to a number of courses is limited artificially by the existence of quotas. Some departments reported that they were unable to accept non-degree students. Course requirements generally exclude students enrolled primarily in faculties other than Arts or allow them to include only one year of language study. Community-language departments, in particular, have noted considerable interest on the part of students in professionally oriented faculties. Moreover, many students would appear to be unaware of the possibility of taking a subject at a neighbouring institution when it is not taught at their own.

33. Demand for community languages has been particularly strong. Table 6.7 (Appendix I) shows student load in all language departments for the period 1974-80 and Table 6.10 (Appendix I) lists languages and departments with a greater than 20% variation in student load from 1975 to 1980. Information obtained from registrars for a number of universities enables comparison of undergraduate numbers in specific languages. All available statistics have been incorporated into Table 6.4 for the languages concerned. In 1974 there were 15 universities teaching French, 12 German, 6 Chinese, 7 Japanese, 7 Italian and 3 Modern Greek.

Table 6.4: Undergraduate enrolment (WSU) in various languages at several universities, 1974 and 1980.

	1974	1980	Change
French (13 universities)	999.3	1050.1	+5%
German (12 universities)	627.2	697.3	+11%
Chinese (5 universities)	114.5	130.4	+14%
Japanese (4 universities)	214.4	208.6	−3%
Italian (6 universities)	236.9	416.7	+76%
Modern Greek (2 universities)	21.2	103.0	+386%

Source: Universities

34. It is evident from Table 6.4 taken in conjunction with Tables 6.7 and 6.10 (Appendix I) that the demand for Asian languages has remained relatively steady, but the growth in enrolments from 1975 to 1980 (17%) has been due largely to Asian studies being offered at a very much greater number of universities in recent years. Japanese, Chinese and Indonesian/Malay courses numbered 16 in 1974 and 27 in 1980. The proportional increase in enrolments in Asian languages would therefore be less than the corresponding increase in the total number of students to whom Asian languages would be available.

35. In the case of French and German, the figures reveal considerable variation. Table 6.7 shows that the net loss in the corresponding departments from 1975-80 is around 6%, although increases greater than 20% occur in eight universities while decreases of the same order occur in six (Table 6.10). Fairly large losses at the Universities of Queensland and Western Australia may be the result of the relatively recent removal of the language requirement for Arts. On the other hand, increases in these languages may be attributed, in part at least, to the introduction of elementary courses. The greatest growth occurs where departments have more than two first-year streams, such as at the Universities of Sydney and New South Wales.

36. The University of New England is a unique case. Total language enrolments (WSU) grew from 238 in 1975 to 414 in 1980, an increase of 74%. The availability of elementary and advanced courses by correspondence to external students, as well as the inclusion of Modern Greek and Italian (since 1974) in the languages taught, has contributed significantly to this growth. This suggests that enrolments in some community languages may be artificially depressed because geographical constraints restrict access to them.

37. It is only in Italian and Modern Greek, the two major community languages taught in universities, that student numbers have grown consistently and rapidly over the last 6 years. This is true in undergraduate courses fully established in 1974. The growth has been very rapid in courses introduced in or since 1974 and will presumably continue if these courses are allowed to develop to honours level.

38. Developments on a national scale are reflected in individual universities. Student load (and student-staff ratios) for the period 1974-80 in all language departments at the University of Melbourne and Monash University are set out in Tables 6.8 and 6.9 (Appendix I). (Comparable figures for Melbourne's third university, La Trobe, were not available.) These two universities are particularly good examples to illustrate some of the factors involved in developments in student demand for language courses, especially community languages, because in many respects they show divergent trends. Total enrolments in languages, as a proportion of total Arts enrolments, fell by 18% at Monash and rose by 18% at Melbourne.

39. Over two-thirds (68%) of the increase in language enrolments at Melbourne University from 1974 to 1980 can be attributed to Modern Greek and Italian. If figures for the Departments of Italian and Classical Studies (Modern Greek) were to be subtracted from enrolments at Melbourne University, the percentage growth in languages from 1974 to 1980 would be only marginally greater than the percentage growth in the Arts Faculty as a whole.

40. Taken together, other language departments managed to maintain their share of the Faculty's student load. This would appear to have been achieved largely through the introduction of sequential courses for beginners at elementary level in German (1975), French (1976), Latin (1977), Italian (1977), Modern Greek (1978), and an advanced (post-HSC) course in Japanese (1976). The Faculty increase in Year I language enrolments (in WSU) was 66, of which 56 or 85% were in beginners courses. Excluding Modern Greek and Italian, post-HSC Year I enrolments fell by 13% while beginners stream enrolments increased by 60%.

41. Except for Ancient Greek, both types of course already existed in 1974 in all languages at Monash University and hence there was little opportunity to attract a new clientele. The only department to show significant growth in the period 1974-80 is that of Japanese, although the inclusion of Chinese since 1974 and strong non-language subjects do not satisfactorily account for the extraordinary growth from 76 WSU in 1979 to 111 WSU in 1980.

Student — Staff Ratios

42. Staffing levels in language departments and especially in community languages have not kept up with growth in student enrolments. Table 6.5 shows how the staffing situation has deteriorated since 1974.

Table 6.5: Student-Staff Ratios (SSR)*

Year	Lang. Depts.	Arts Other	All Univ.
1974	8.3	15.2	12.0
1977	8.9	15.0	12.0
1978	8.9	14.6	11.8
1979	9.3	14.0	11.7
Change	+12%	−8%	−3%

Sources: Kramer Report (1975), and TEC.

43. Student-staff ratios (SSR) in language departments have increased by 12% in the period 1974-79. During the same period, SSR in other Arts departments and in all universities decreased by 8% and 3% respectively. Had they kept pace with other Arts departments, the SSR in language departments would have improved to 7.6%. Relative to other Arts departments, therefore, language departments are in fact 22% worse off for staff than in 1974.

44. The principle that language departments need a lower student-staff ratio than other Arts departments is well established. In its Fifth Report (1972), the Australian Universities Commission (AUC) seemed well aware of the particular case for language departments. The Kramer Report expressed its hope "that in the allocation of staffing and financial resources to language departments, universities would continue to recognize the special difficulties faced by those departments, particularly in relation to the high degree of intensive face-to-face teaching they undertake, as compared with other Arts-type departments" (1975, 2.26). The Committee on Foreign Languages of the Australian Academy of the Humanities (1975), in its First Report, Survey of Foreign Language Teaching in the Australian Universities (1965-73), declared its belief that the 1974 student-staff ratio of language departments was too high and "should be set at about 6:1" (3.3.5.). The 1979 figure of 9.3 is 55% higher than this, which represents a dramatic increase in the workloads of staff in language departments.**

45. During the period 1975-80, community languages have suffered a greater disadvantage than other languages in terms of student-staff ratios. Analysis of Table 6.7 in Appendix I shows that the student-staff ratio in 1979 was highest for Middle Eastern Studies (at Melbourne University). Only 28% of the student load in this department comprises undergraduate language students, and a lecturing position has been recently advertised.

* Student-staff ratio (SSR) = equivalent full-time students (measured in WSU) per equivalent full-time academic (teaching-and-research) staff. Part-time students and staff are calculated as a fraction of their full-time equivalents.

**Essentially, the need for a very much lower student-staff ratio arises from a greater number of classes per week per student (and hence more preparations for staff), a higher proportion of small-group teaching required, a marking load that may be three times as heavy as other Arts departments, and a significantly higher proportion of first year students than in other departments (and hence more persons per equivalent full-time staff). In addition, the proportion of part-time staff in language departments is, on average, almost double that in other Arts departments, placing a heavier burden on full-time staff in matters of administration, marking and student consultation. These factors are explained more fully in Appendix II.

46. No such explanations can be advanced in the case of Italian. At Sydney in 1979, the student-staff ratio (corrected for a published error in student load) was 14.96, while at Melbourne in 1980 it is 14.08. The average for five of the six independent departments in 1979 was 12.2. Enrolment at Griffith (for which staff figures were not available) has risen from 8.5 (WSU) to 16.3 since 1979, and the two departments of Romance Languages (New England and ANU) that include Italian had an average Staff Student Ratio (SSR) in 1979 of 10.6. Except for Classical Studies, no other category of department had an average 1979 SSR of greater than 10. The national average in 1979 was 9.3 for language departments.

47. Classical studies departments had a high average SSR in 1979 of 11.3. In some departments the proportion of language students in the undergraduate body is very low (for example, Monash 1979, 14%), while in others it is much higher (for example New England 1980, 51%; Melbourne 1980, 64%). Where language students are proportionately few, a higher SSR might be expected as the department's work more closely resembles that of other Arts departments. The contrary would seem to be the case, however. SSR at Monash in 1979 was 11.14, whereas the 1980 figure is 14.75 at Melbourne and 16.57 at New England. This significant discrepancy would appear to be related to the fact that the last two departments teach Modern Greek.

48. The highest staff-student ratios in 1980 in any language at university level occurs in Modern Greek. At Sydney University the ratio is approximately 14, at New England 16.8 (undergraduates only) and at Melbourne 20.5. In each of these cases the SSR for Modern Greek is concealed in a lower departmental average. In its inital year of operation, Modern Greek at the University of Western Australia is comparatively well off with a SSR of 8.5. But the lone lecturer appointed for the course teaches 50% more hours than the TEC considers to be a full-time teaching load.

49. At Melbourne University, the proportion of part-time to full-time staff in Modern Greek is 19%, far in excess of the Arts Faculty average of 5.7% or language department average of 7%. This places an additional burden on full-time staff in marking and student consultation. Because of cutbacks in funding anticipated for 1981, the Department of Classical Studies expects to be unable to continue its beginners course in Modern Greek unless other funds can be found. Only one of the three full-time positions is tenured.

50. Teaching hours in Modern Greek at the University of New England were reported to be more than double the TEC full-time equivalent because of the high proportion of external students. Normal university vacation periods and weekends are taken up with intensive residential schools.

51. Staff in Modern Greek at Sydney University report a high demand for honours-level courses, for which they have academic approval. But courses are already impoverished in the sense of options and specialisations available, and the staffing situation is likely to result in further impoverishment in the near future.

52. The question arises as to how this situation has developed. The notion that universities practise discrimination against community languages may be dismissed as without foundation. Indeed, resources that might be claimed by other departments have been directed towards these growing languages. Rather,

the explanation lies in an examination of the way in which student-staff ratios alter when the student load of a given department varies. Tables 6.8 and 6.9 in Appendix I (student load and student-staff ratios in all language departments at the University of Melbourne and Monash University for the period 1974-80) illustrate the incapacity of universities to reallocate resources within a faculty when growth in a particular area is as rapid as it has been in Italian and Modern Greek in the last 7 years, or even Japanese/Chinese from 1979 to 1980 at Monash.

53. The more successful a department is in attracting students, the greater the student-staff ratio, and vice versa. This applies to all departments, not just those that teach languages. Their staffing position deteriorates in proportion to increased demand. The 1980 student-staff ratios in Modern Greek and Italian (language only) at Melbourne University are 20.5 and 14.06 respectively, both of them extraordinary levels when compared with the figure of 6 that the Australian Academy of Humanities considers appropriate. The difference between the two is not difficult to explain. Italian was established with normal funding in 1959, while Modern Greek was first offered in 1974 with outside funds (from new development grants, the Greek community and several charities) which the Faculty has not been able to replace from its own recurrent resources. Given the increase in the student-staff ratio across the Faculty to levels considerably higher than the national average, it is evident that current resources are inadequate to cope with the staffing situation resulting from the success of these two community languages.

54. In conclusion, it can be seen from this discussion that Italian and Modern Greek are the "Cinderella" languages in the university system. Enrolments in Italian have more than doubled since 1975, and in Modern Greek have trebled. Adequate resources have not been allocated, however, and the staffing situation has become so constricted that staff feel that they may have to restrict their courses or their student numbers if academic quality is to be maintained. Improvements considered urgent cannot be made, and some entire courses may have to be cancelled in 1981. It should be noted that at Sydney, Melbourne and Perth, funds for the establishment of Modern Greek came almost totally from the Greek community, and that extra-university endowments continue to cover a large proportion of recurrent costs.

55. *The Institute therefore recommends that the Tertiary Education Commission encourage and support the full development of existing courses in community languages in universities, and that appropriate steps be taken to overcome present imbalances in staffing levels in these courses.*

Community Languages in Colleges of Advanced Education

56. Community languages have fared little better in Colleges of Advanced Education. More than half the total number of CAE's teach no languages. Only two major courses in Italian are offered, two in Modern Greek, and one each in Russian, Yiddish, Hebrew and Spanish.

57. In about twenty five institutions a broader range of languages is taught to small numbers of students in courses varying from a few hours of "sensitisation" to 2-year minor sequences. These courses generally have the status of options

and are often staffed on a precarious part-time basis or by interested individuals appointed to teach in other areas. Whilst such courses are important for multiculturalism, the level of language proficiency attained is inadequate for teaching purposes.

58. The demand for community languages is as strong in CAE's as it is in universities. Enrolments in Italian at Swinburne Institute of Technology rose from 116 in 1974 to 211 in 1980. In Modern Greek at Prahran CAE they grew over the same period from 12 to 121, and comparable development has occurred at Adelaide CAE. For the interpreters and translators course (Modern Greek, Serbo-Croatian, Italian) at the Royal Melbourne Institute of Technology, there are more than a hundred applicants each year for around thirty places.

59. Staff in major community language departments in CAE's face problems similar to those of their university counterparts. Comprehensive data such as was obtained for universities is not available, but a survey of Italian and Modern Greek at the three institutions concerned revealed that little compensation is made in terms of staff allocations for the increased workload generated by the success of these departments in attracting students. Staff in Modern Greek at Adelaide CAE were found to have teaching loads heavier than those of many high school teachers.

TAFE and TAFE-type Courses in Community Languages

60. Many community languages not available for credit at universities or CAEs are taught under the sponsorship of TAFE authorities. Through their language institutes and external studies departments, several universities and colleges of advanced education also offer TAFE-type language teaching in addition to providing various service courses (such as science Russian) for their own students. TAFE authorities have not been in a position to adequately co-ordinate these activities because of the lack of a substantial data base, and it is hoped that continued TEC support for this purpose will soon enable better management of their language programs.

61. Amongst many interesting innovations noted were courses in Greek for para-professionals (including policemen), for lawyers, teachers, social workers and medical staff, and courses in basic auto techniques, fruit block management, understanding local government and dressmaking that are taught in community languages. There are special language courses for elderly English-speaking Australians and for legal aid, hospital, banking and reception workers. Initiatives such as these reflect in a unique way the reality of multiculturalism at local community level and deserve full support and encouragement.

62. Many community languages neglected by other tertiary education sectors are taught within the TAFE system. Although the range of languages differs from those offered in universities and CAEs, examination of available information suggests that less than half the languages are community languages.

63. Some of the problems confronted by community languages in the TAFE sector arise largely from its lack of rigid structures, the very factor which gives flexibility to adapt and respond quickly to community needs. Although some

progress has been achieved in raising standards, a considerable proportion of teaching staff do not have language-teacher training or qualifications. There is a need for greater co-ordination and evaluation of the type being promoted by the South Australian Department of Further Education which has devised a system of standardised assessment of language competence, introduced a functional approach into language curricula and set minimum qualification requirements for its teachers.

64. The most serious problem confronting TAFE-type courses is the remarkably high student "wastage" due to withdrawal during a course or non-continuation beyond the elementary level. Recommendatons relating to this problem are made in the discussion that follows.

Language-student Wastage

65. Although the number of university students enrolling in languages at first-year level, especially in elementary courses, shows a dramatic increase in recent years, very few of them complete the full 3 years. This seems to be the explanation for the higher proportion of first-year WSU in total undergraduate WSU in language departments observed in Table 6.11 (Appendix II). Table 6.6 illustrates the high "wastage" rate.

Table 6.6: Student Enrolment (Persons) in Elementary French, University of Sydney

	Year 1	Year II	Year III
1975	40	–	–
1976	47	14	–
1977	80	26	10
1978	110	23	7
1979	110	47	4
1980	132	60	23

Source: Department of French Studies, University of Sydney.

66. Of 387 who took Year I Elementary French from 1975 to 1979, only 170 (44%) advanced to Year II instead of an average progression rate of around 60%. Only 44 (16%) of 277 commencing students in the years 1975-78 reached Year III, although a progression rate of around 46% might be considered average and the department achieved a net figure of 40% because the advanced course had a higher than average retention rate.

67. This pattern is repeated in almost all university language departments, although French at Sydney is perhaps one of the least affected by this disturbing "wastage" in the elementary stream.

68. In community languages the problem is exacerbated by the fact that, in Year III, elementary students are usually thrown in with native speakers who have studied the language at school or who, in some instances, may have only recently arrived in Australia after completing their secondary education in the language concerned. It is clearly unfair to measure the competence of an Anglo-Australian against that of a native speaker when academic merit is being determined.

69. The phenomenon is by no means confined to degree courses. Figures for 1980 second-term re-enrolments in non-degree courses run by the Language Centre at La Trobe University (see Appendix III, Table 6.12) confirm that the high non-continuation rate appears endemic to all courses in all languages. Similar figures were obtained from the language institutes of the Universities of New South Wales and Queensland. In schools, those who continue a language to Year 12 represent a very small proportion of those who commence in Year 7 and Year 8.*

70. The problem is worse in community languages because Anglo-Australians must compete with native speakers for academic results. It is unrealistic to expect an anglophone to take an HSC community language when he knows that his chances of a good result are minimal because the vast majority of candidates in the subject will have a native-speaking background. In Victoria in 1979, less than 1% of candidates in Modern Greek were not of Greek background. At university level, students continuing after Year I may be obliged to take a double subject if they are to attempt Year III, where, in nearly all cases, they are merged with the post-HSC stream. The prospects of taking honours — where the possibility exists — or of advancing to postgraduate study in community languages are practically nil. Most community language departments reported that only one or two gifted individuals had managed to negotiate the almost insuperable barriers. In several instances, not a single non-native speaker had completed the full course. Anglophones are therefore virtually excluded from community languages at anything but the elementary level. Even when facilities for post-elementary study exist, the continuation rate is alarmingly low.

71. Some of the disincentives have been mentioned above. Examination failure rates in university language departments do not appear to be disproportionate, although withdrawals during the course of the year in elementary languages are more than average. Many factors may cause initially enthusiastic individuals to abandon their language studies, including the following.

72. A high work load is incurred in elementary language courses at universities. Class hours are often double those required for other Arts subjects with the same credit. In CAEs and elsewhere, however, credit rating of a subject is more closely related to the number of class hours per week. Even so, it is difficult for a student to "catch up" if he or she is absent for whatever reason from class for even a short period because of the sequential or cumulative nature of elementary courses. Many of the learning experiences generated in class, such as those involving conversation, cannot be duplicated out of the classroom or in private study. Attendance requirements are therefore inherently strict, particularly in community languages which may not have the range of teaching materials available for independent learning. In addition, elementary language courses require consistent application. Most involve regular, even weekly, exercises and assignments well beyond the demands made in many other subjects.

* 106,464 secondary school students were studying languages in Year 8 in 1975, but only 15,100 (14.2%) sat for HSC examination in languages in 1979. cf. Mather Report (1976, Appendix C, Table 6, P.178)

73. The expectations of students may be unrealistic. Some may believe that they can achieve near to native-speaker proficiency in a one-year course. The student's goals may also differ from those of teachers. Many departments continue to stress the more formal aspect of a language or concentrate on its literature when students are in fact interested in acquiring communicative skills. This is the clear result of the survey and analysis done by Andreoni (1979, p.59).

74. Inadequate staffing would appear to be a problem in many university language departments with a high student-staff ratio, and especially in community-language departments. One Arts Faculty in 1980 has 44 undergradute students of English per full-time member of staff while the figure for a community language is 71. This would obviously affect the quality of teaching and supervision of student progress.

75. Inappropriately qualified staff may also pose a problem. Few universities appoint staff for their teaching abilities rather than their research capacity. Most academics who teach languages are qualified in literature but not in linguistics, applied or otherwise. Some language departments do attend to the needs of future teachers in their undergraduate courses, but they are a small minority. Teacher-training courses in language-teaching methodology have little theoretical content, and relatively few institutions offer community languages among their specific subject methods. Throughout the tertiary system there is only a minority of trained language teachers, and most teachers in schools have little acquaintance with modern linguistic theory and practice.

76. Many language courses assume that students are prepared to wait several years in order to master the fundamentals of a language before tasting the satisfaction of being able to function in the language at a level appropriate to their intellectual development or social circumstances. Success is a great motivator, and language courses so structured as to confront the learner constantly with his inadequacy will inevitably discourage all but the most stout-hearted from continuing. This is especially true in community languages, where there may already be daily exposure to the superior proficiency of others and where the disincentives extrinsic to the process of learning are many.

77. A thorough evaluative study of language teaching would merely confirm this analysis of *prima facie* causes deterring language students from further study, and probably elucidate others. But any evaluation pre-supposes a set of specific goals and levels of achievement. No such established criteria exist. Some developments have occurred recently in translating and interpreting and in specific-purpose limited-competence courses for professionals such as radiographers or pharmacists. Various reading courses have targets explicitly defined, or nearly so, as do some courses for travellers. But most language courses in all sections and levels of the education system continue to be largely without direction. Aims are invariably stated in the broadest and most generalised terms. As a consequence, it is impossible to evaluate the effectiveness of these courses.

Proficiency Levels

78. In addition to an adequate allocation of support, many of the factors outlined above could be counteracted if a set of standards of functional

proficiency in languages existed. The Council of Europe has moved towards establishing a system of proficiency ratings, a step lately recommended at the highest levels also in the United States. With national proficiency ratings, teachers and students in common could work towards specific goals and be able to evaluate their progress. There would be less cause for unrealistic expectations, teaching methods could be better assessed, workloads could be adjusted to levels comparable to those of other subjects, and — perhaps most importantly — anglophone students could receive fair credit for their achievements.

79. The introduction of elementary courses in language departments at universities and CAEs has enabled many of them to maintain their student numbers by adapting their courses to the changing needs of the student population. Some departments have advanced even further in this direction. The departments of French at the Universities of Sydney and New South Wales stream commencing students after aptitude and attainment tests. Whereas most language departments offer courses at two proficiency levels (elementary and post-HSC), at the University of New South Wales there is also an intermediate stream and at the University of Sydney it is possible for students to take first-year French at one of several levels. At both universities, traditional grammar-prose-translation methods have been explicitly disavowed in favour of modern audiovisual communication-oriented teaching. Significant increases in these departments have occurred in recent years. The high non-continuation rate persists, however, perhaps for the reasons already outlined.

80. A solution along similar lines in schools and tertiary institutions may be appropriate also in the case of anglophones attempting to learn community languages. But such multi-level teaching will remain beyond the present capacity of community-language departments until their student-staff ratios are appropriately reduced. With the possible exception of Italian, very little in the way of ready-made audiovisual courses or materials exists for community languages. What little is available is often less than satisfactory, in that the target language is not primarily the form of the language current among native or semi-native speakers in Australia. The resources devoted to the development of curricula and materials suitable for teaching the languages concerned as community languages in Australia have been frugal in the extreme.

81. The Institute therefore recommends that the government establish an expert working party to investigate the setting up of national proficiency ratings in community languages. This working party should report to the government within eighteen months.

TEACHER EDUCATION IN TEACHING ENGLISH AS A SECOND LANGUAGE (TESL)

82. In a country where English is the pre-eminent language and there is a substantial immigrant population, there will inevitably be a demand for the teaching of English as a second language to those whose first language is other than English.

83. The growth of child and adult ESL programs over the last decade has increased the need for teachers trained in ESL method.

84. Tertiary teacher training institutions which provide initial professional training for teachers and additional post-experience courses only began to focus on the TESL area after the Immigration (Education) Act 1971-73 provided Commonwealth funding for ESL teachers in schools. The education systems receiving these funds, and the "child migrant" teachers themselves, also became increasingly aware of the need for specific training in TESL methodology, course design, program planning and materials development.

85. Some State systems provided non-accredited in-service and induction courses as a support for their ESL teachers. It was generally recognised as essential,however, that ESL components should be built into the initial and additional professional training of teachers within tertiary institutions.

86. Commonwealth government bodies, State and independent education authorities and professional organisations have attempted to define the particular skills needed by teachers involved in child and adult ESL programs, but there appear to be no agreed guidelines for teacher education in ESL across Australia. The Victorian Education Department's policy is that teaching English as a second language and associated studies should be compulsory components of all teacher training courses although the autonomy of tertiary institutions inhibits attainment of this policy. Moreover, there is some inconsistency in departmental practice as no special qualification is required for appointment to a temporary migrant education position and different qualifications apply to permanent positions in the primary, secondary and technical divisions. The Education Department of South Australia stated in its report to the Institute that "core units in language development and ESL should be included in all pre-service training courses in CAEs. This would ensure that future teachers were equipped to cope with this aspect of education for a multicultural society".

87. While neither the Immigration (Education) Act 1971-73, nor the Schools Commission in 1976 specified requisite qualifications of teachers involved in English instruction courses, there appears to be a general consensus by education systems about the need for specialist ESL teachers, and for some TESL training in all teacher pre-service courses. Nonetheless development over the last decade has been slow, and it is frequently argued that prospective and practising ESL teachers have not been adequately supported in gaining appropriate, recognised qualifications and that teachers in the general stream of training have not received sufficient exposure to the principles of ESL teaching/ learning to develop appropriate skills and attitudes to be effective in their own classroom or school.

88. This study obtained information on units in TESL at both undergraduate and graduate level, and on specific courses (combinations of units leading to awards) and studies which incorporated TESL components. Additional information on isolated lectures or part-units in TESL was returned by some institutions. The study reports on TESL units in pre-service courses for intending primary and secondary teachers, and on graduate awards which offer avenues for studies in TESL.

89. The content of TESL units varies because of the extensive range of possible studies. A unit may involve basic studies in linguistic theory, in learning theory and in second language development. Teachers need to know how the

structure of language works to convey meaning, and how the student's first language differs from English. They also need to understand the basis of linguistic diversity. Unit components can include program development and syllabus design, materials and techniques, testing, and supplementary information on use of interpreters and community resources.

Findings

90. The review of TESL in the tertiary sector found that:

- Since 1971, there has been an expansion in TESL units in teacher training institutions in all States and Territories. In 1980, 45 of the 64 teacher training institutions examined were found to offer separate units in TESL at graduate or undergraduate level. The remainder have no separate TESL units although some offer part-units ranging from 1 to 12 hours within general language courses.
- Those TESL units offered tend to be elective rather than compulsory. Students may take elective units as part of their general preparation for primary teaching, or as part of pre-service courses for secondary teaching.
- There are 18 awards at graduate level which contain TESL units or TESL components in associated linguistic studies, the TESL content ranging from minor to extensive. Fourteen of these are seen as multicultural in orientation, combining linguistic and socio-cultural aspects in varying degrees, while four are graduate diplomas in applied linguistics. Six of the fourteen are specific TESL awards.

Pre-Service Training for Primary Teachers

91. Primary teacher education is generally more concerned with preparing teachers who can teach across the whole range of the primary curriculum than with creating subject specialists. The goals of TESL courses in primary teacher education are directed to training the future classroom teacher to teach second language learners in the normal classroom context and to work in conjunction with specialist ESL teachers.

92. There are 23 identified institutions offering 9 compulsory and 23 optional TESL units as part of a Diploma in Teaching. Of the 1261 students found by the study to be enrolled in these units, 719 are in the 9 compulsory units and 542 in the 23 optional units.

93. The question of whether TESL units should be compulsory is particularly vexed. The benefits of increased student numbers is countered by the possibility of superficial treatment of the area.

94. The content of the TESL unit varies according to the amount of support it receives from specific linguistic, multicultural education or language units elsewhere in the course. Most institutions overcome the constraints of short courses by sequencing the TESL units after a core language course which introduces basic topics such as language acquisition and the teaching of reading and written expression.

95. Unless the TESL unit includes practice ESL teaching in schools with migrant children, its effectiveness is reduced. Not all courses offer such school practice.

96. The study detected concern among teacher educators that pre-service courses do not give students adequate training in the principles of second language acquisition, bilingual education and specific ESL teaching techniques. The pre-service courses were seen to fall short of the goals of giving trainee teachers adequate practical preparation in selecting, adapting and initiating teaching materials, and sufficient practice in team teaching with an ESL specialist teacher.

Pre-Service Training for Secondary Teachers

97. Secondary teachers who take TESL units may have trained as teachers concurrently with their undergraduate studies or, more usually, undertake a one-year Diploma in Education after their first non-teaching degree. As part of the award, students are required to study the teaching of two or three method units which are usually related to their academic background. The pattern of these method units is for the student to have associated school practice (approximately 40 days) which is necessary for registration as a teacher.

98. TESL units involve lectures, seminars or workshops ranging from one to four hours a week — that is, a total of between 30 to 120 hours, usually over a year. Topics covered include both methodological and theoretical aspects of teaching English as a second language. Most institutions offer related multicultural units or part-units and some encourage students to learn a community language. Students are observed on teaching rounds and their teaching is assessed. Once qualified, teachers who have taken TESL method units can be eligible for positions as ESL specialists in secondary schools. Nevertheless, three problem areas were identified for TESL method courses:

- Quality and range of school placements. The success of one-year method courses depends largely on the quality of the students' school experiences. The study indicated that there was difficulty in locating appropriate places for students in school experience programs, finding experienced teachers who felt confident to act as supervisors and in providing students with experience in support and team-teaching roles. The subject orientation of secondary schools is less conducive to this approach than primary schools. Yet at secondary level there is a need for ESL specialists to teach alongside subject teachers because the subjects themselves make heavy demands on students from non-English speaking backgrounds.
- Time Constraints. There is general agreement that the limited length of many of the units offered imposes severe constraints on what can be covered.
- Staffing. TESL method courses are staffed either by teachers on full or part-time secondment, or by tertiary academic staff. Most institutions have had difficulties in maintaining staff in the TESL method programs as reductions and absorptions have occurred across all areas in tertiary institutions.

Graduate Awards

99. Graduate awards for teachers returning to study serve two purposes: extending the teacher's major areas of undergraduate study; or broadening the

teacher's knowledge by adding new perspectives from other areas. Choosing a TESL unit does not necessarily mean a student intends to be an ESL specialist.

100. The TESL component in relevant graduate awards varies from 20% to 100%. The great majority of the 18 graduate awards, whether entitled multicultural education, linguistics, or TESL have large linguistic components. Overall 563 students were found to be enrolled in these 18 graduate courses.

Conclusions

101. Concern about the adequacy of TESL training at both primary and secondary teacher levels is reflected in statements made by the State Education authorities in reports submitted to the Institute.

> "Teachers continue to be inadequately prepared by their pre-service training to cope with the complexities of the class-room situation".
>
> "... submissions indicated the need for more training courses for ESL teachers, both through employment and recruitment policies at pre-service level and also with appropriate in-service courses."
>
> "Standards of ACT teachers lag seriously behind the standards achieved in many of the States in terms of training for special English tuition".

102. The National Inquiry into Teacher Education, under the chairmanship of Professor J J Auchmuty has received submissions from a number of sources on teacher education in TESL. It is expected that the Inquiry will make specific recommendations in the area of TESL.

CULTURAL AND ETHNIC DIVERSITY

103. Two categories of study are pertinent to this strand — the first encompasses units focussing specifically on ethnic groups, ethnicity and cultural pluralism in Australia, and the second includes other units which examine multiculturalism and ethnicity in theoretical terms. The units identified within these categories were classified on the basis of time devoted to them. Units devoting 75% or more of their time to multiculturalism are denoted as "very high" content, those in the range of 50% to 75% as "high", 25% to 50% as "medium" and less than 25% as "low content".

104. The survey of universities and CAEs identified:

- some 830 units in which study of cultural and ethnic diversity forms a component; this represents 1-2% of all units offered by the two sectors.
- Of these, approximately 490 units focus upon ethnic groups and ethnicity in Australia.
- In terms of time spent on cultural and ethnic diversity approximately 60% of units reported had a low or medium multicultural content.
- More than 60% of multicultural units are located in the teacher education area. However only 20% of tertiary students are enrolled in these courses.
- The survey of TAFE courses identified only 40 units in which cultural and ethnic diversity is dealt with, which is equal to approximately 0.2% of courses offered.

General Studies

105. General studies refers to units and courses offered by universities and colleges of advanced education from associate diploma to higher degree levels which are not primarily vocationally oriented — for example, sociology and history. These studies are taken by a large number of students enrolled in whole awards in a non-vocational field, as in a bachelor degree in arts. In addition, some professional/vocational courses require students to take general studies subjects. TAFE also offers an extensive range of general studies units in its adult education courses.

106. The study identified only 198 general studies units in universities and CAEs with an explicit coverage of cultural and ethnic diversity. Some 120 of these units are taught in universities. Overall, they rarely formed core elements of courses, and the multicultural component within them was generally elective rather than compulsory.

107. Half of those units deal with ethnicity and ethnic groups in Australia, and are spread thinly across the disciplines of sociology, politics, cultural studies, anthropology, cultural geography and history. Only a third are rated as "high" or "very high"in multicultural content, while about 40% rated as "low". Examples of "high" to "very high" content units are the component units of the Diploma of Arts in Jewish Studies at Prahran CAE; "Migrants in Australia" at the University of New South Wales; the "Italian Community and the Maintenance of Tradition" at Griffith University; "Migrant Studies: Australian Immigration Policies and Perspectives" at Mount Lawley CAE; and "Economic and Social History of Minority Groups", a comparative history of Australia and U.S.A., at the University of Sydney. Typical examples of "low" content units are economics units devoted to labour and industrial relations which briefly examine migration within the context of the labour market; an Australian history subject which refers to the impact of migration on contemporary Australia; and a course in Australian politics which contains a unit dealing with pressure groups and voting patterns, within which ethnic groups are discussed.

108. The other general studies units focus upon ethnicity and multiculturalism primarily within a theoretical framework. Only 9% of these could be categorised as "high" or "very high" content courses. Examples of this category are "Sociology of Migration" at the University of Wollongong; "Race Relations Theory" at Murdoch University and the "Sociology of Ethnic Relations" at the Gippsland Institute of Advanced Education. Typical examples of low content theoretical units are sociology subjects which do not cover ethnicity explicitly, but whose treatment of such related concepts as "culture" or "pluralism" promotes an understanding of the basis of multiculturalism.

109. There are as well many other tertiary units which deal with overseas countries and peoples, but the approach rarely focuses on issues of cultural diversity in terms which are of direct relevance to Australian society. These units are taught in many areas within politics, where there are units such as comparative politics, international politics and the politics of specific countries, and also in many fields of history.

110. The survey of TAFE found only 12 general studies courses relevant to cultural and ethnic diversity in Australia. Examples include "Greek Dancing for

Beginners", "South East Asian Cookery", "Living in Sydney", "The Study of Humour", and "The South Australian Story".

Professional/Vocational Education

111. In the course of the study a large number of professional, para-professional and vocational courses offered by tertiary institutions were examined. Teacher training was a particular area of attention and is dealt with in the following section. Very few courses which provide students with an appreciation of the impact that ethnic and cultural diversity would have on their future careers were identified. In the few areas where multicultural aspects are examined in individual subjects, the amount of time devoted to them tends to be small, (over 60% rated low in content) and their overall impact is further diminished because most are offered as elective rather than core elements. The following outlines the situation in some of the more directly client-centred professional and vocational training courses.

112. In medicine, a minor development has taken place within Departments of Social and Community Medicine. Where cultural and social diversity is studied it forms part of students' appreciation of overall community health needs; it rarely represents a major component of study in terms of time and depth of treatment. For example, in the course on Medicine and Society offered to first year students at the Monash Medical School, students may elect to do a project on the provision of medical care to migrants in the community. The project represents about 10% of the student's course mark and is undertaken by a small number of students.

113. The close interaction of nurses with patients, especially in hospitals, necessitates a sensitivity to the needs of different cultural groups. Most nurses are trained in hospitals. Only a few tertiary institutions offer nurse training courses. Of these only the Preston Institute of Technology (VIC) and the Cumberland College of Health Sciences (NSW) indicated a commitment to multiculturalism in nurse training. At Preston, the course in Community Health Nursing, for example, examines "ethnic support systems", the "ethnic family", and problems migrants encountered in dealing with hospital administrators. Nursing courses in other institutions included in the study offer only a small number of electives on ethnicity and ethnic groups in Australia. Sturt CAE (SA), for example, includes a unit on the "Social Psychology of Minority Groups" in its Diploma of Applied Science (Nursing) while a course entitled "Understanding Ethnic Health Attitudes" is offered by TAFE in South Australia for city-based graduate nurses.

114. In social work, there does appear to be an awareness amongst educators of the need to train field workers in serving clients from different cultural backgrounds. However few subjects dealing with ethnicity are offered in social work courses, and again these are mainly electives. Only in a few cases do these options allow for considerable depth of treatment. For example, the South Australian Institute of Technology provides an advanced option, "Cross Cultural Social Work", which includes a major field education project. The Welfare Diploma at Preston Institute of Technology provides a course in "Ethnic Groups and Immigrants", plus 50 days fieldwork in an ethnic agency. At the Darwin Community College, the two Associate Diplomas involve students in multicultural

issues within core units. The survey found that most other Social Work faculties recognise the need to raise substantially the core component of studies in cultural diversity but little has been done to achieve this objective.

115. Law schools have largely ignored multicultural issues. An examination of the law courses revealed few subjects with any substantial reference to knowledge and skills required for practising in a culturally diverse Australian society; where they are covered, the content is low. For example, La Trobe and Macquarie Universities' Legal Studies Departments cover ethnic and migrant issues in the following courses: "Discrimination and the Law"; "Law and the Poor"; "Family and Society"; and "Consumer Protection". However, the degree offered by La Trobe does not fulfill the education pre-requisites required by the Law Institute for legal practice.

116. A less detailed look at other professional and vocational courses found a sprinkling of multicultural perspectives in a diverse range of careers such as those in child care, architecture, journalism, psychiatry, hotel management and catering, and interpreting and translating services. The overall impression confirms the picture gained by the detailed study that professional and vocational training has not adequately responded to the challenge posed by a multicultural Australia.

Teacher Education

117. The study found that teacher education courses accounted for a large number of the units relevant to ethnic and cultural diversity offered by Australian tertiary institutions. Colleges of Advanced Education offered 385 such units and the Universities 140. About half of these 525 units had a multicultural content rated as "high" or "very high", while a third rated as "low".

118. Multicultural perspectives are presented in a variety of contexts, ranging from broad fields of study such as history and sociology, through cultural geography and language studies to topics as specific as children's literature. Sometimes, a comparative approach is taken, as in the sociological unit entitled "Understanding Society — Comparative Family Studies," which examines the concept of family in pre-industrial and industrial contexts, including Aboriginal, Greek and Chinese societies.

119. Approximately 60% of the identified units deal specifically with ethnic groups and ethnicity in Australia. They do this under such headings as multicultural education and the classroom, migrant studies and curriculum development. A third of these teacher education units have a 'low' content while over half rated as 'high' or 'very high'.

120. The second category of units, the study of ethnicity or cultural diversity in basically theoretical terms, comprises 40% of the total. As a rule, these units are found within broad subject headings, such as sociology, history and psychology, and their multicultural content is generally rated at "low".

121. The exposure of Australian trainee teachers to courses falling into either of the above named categories can also be described as "low". Less than one third of these units are core or compulsory, and most are aimed at teachers

who have aready achieved the basic degree or diploma qualification necessary for entry into the teaching profession. Moreover, the majority of such units are located in courses for primary school teachers while the training of secondary school teachers lags behind significantly in this area.

122. Generally, it must be concluded that teacher training institutions are not adequately equipping students to teach in a multicultural environment. Signs of a recognition of the need for improvement in this area are apparent in the accreditation of a number of awards focussing on multiculturalism and the establishment of multicultural education centres, most of which are based in teacher training institutions.

Awards

123. The study identified only 18 tertiary institutions which offer awards specifically oriented towards some aspect of multiculturalism. These are courses leading to a degree, diploma or equivalent such as Teaching English as a Second Language (TESL), multiculturalism, intercultural studies and migrant education.

124. In 1979, of a total of some 63,000 students completing awards in universities and CAEs, the total graduates of award courses in multicultural/ migrant studies numbered about 260.

125. The institutions offering these awards are all universities or CAEs. They offer a total of 23 awards, most of which have been accredited in the last 5 years. Between them these awards comprise a significant proportion — over one sixth — of the total number of units identified as dealing with cultural and ethnic diversity relevant to Australia and available in universities and CAEs.

126. Thirteen awards have been proposed or are undergoing accreditation. Three of these are concerned with community languages, two with teaching TESL, and four are at associated diploma level, designed, for example, to prepare ethnic aides. The two proposed awards at universities are Master of Arts awards in migrant and multicultural studies.

Table 6.13 Multicultural/Migrant Education Awards in Higher Education Institutions by State, Sector and Level of Awards

Level of Award	NSW		VICTORIA		SA	WA	NT/ QLD	ACT	TOTAL	
	Uni	CAE	Uni	CAE	CAE	CAE	CAE	CAE	Uni	CAE
Graduate Bachelor of Education			1						1	
Graduate Diploma	4	6	1	4	3	2			5	15
Diploma		1								1
Associate Diploma				1						1
TOTAL	4 (2)	7 (4)	2	5	3 (3)	2	(3)	(1)	6 (2)	17 (11)

Note: Figures in brackets are those awards awaiting accreditation in CAEs or proposed courses at Universities.

127. The nature of accredited awards varies considerably. Six are in TESL or TEFL (three in universities and three in the advanced education sector). These awards concentrate on language/linguistic skills, with varying attention to socio-cultural issues. The other seventeen deal with multiculturalism under such titles as migrant studies, multicultural education, ethnic studies,and cultural and inter-cultural studies.

128. Although predominantly socio-culturally based, all of the awards offer units in TESL or socio-psycholinguistics as either core or elective studies.

129. The majority of awards are in teacher education, but some have wider applications — for example, the Associate Diploma in Ethnic Studies at SCV Coburg offer units in the field of health care and the Graduate Diploma in Inter-cultural Studies at Mount Lawley CAE provides special studies for people working in Aboriginal and migrant communities. Most of the teacher education awards are offered as a means of upgrading teacher qualifications from 3 to 4 years. Consequently relatively few of the units within awards are available to those taking their initial qualification.

130. Several institutions also offer awards which, though not designated as being in multicultural and migrant education, nevertheless provide a major study in the area. Such major studies tend to be in the field of teaching English as a second language, for example, B.Ed (Applied Language Studies). There are also initial teaching qualifications (Dip. Teach, Dip. Ed.) which offer major sequences of multicultural studies units, but more commonly TESL can be taken as a teaching method.

Multicultural Centres

131. The study identified 13 multicultural centres established in tertiary institutions. These centres are all comparatively recent (post 1970) and a clear institutional manifestation of a multicultural approach in the tertiary system. The formation of the centres tends to reflect one or other of the following approaches:

- The creation of separate bodies within the institution devoted to multicultural issues (University of Wollongong, Armidale CAE, Mount Lawley CAE, Goulburn CAE).
- The establishment of co-ordinating or interdepartmental bodies within the institution with the aim of diffusing multiculturalism throughout the different departments and courses of the institution (Sydney Teachers' College, Melbourne State College, SCV Toorak, Kelvin Grove CAE, Townsville CAE). These centres tend to concentrate their activities upon guest lecturing, resources and curriculum development, and seminar discussions.

The centres vary considerably in level of institutional development, orientation and functions.

132. The Centre for Multicultural Studies at the University of Wollongong has 3.5 full time staff and is funded in the main from within the university. In 1979-80 it received $74,000 from the university and $8,658 from external sources. The Centre is expected by the university to be self-supporting by the end of 1982. It offers a graduate diploma in Applied Multicultural Studies in which 22 students are currently enrolled. In 1981 the Centre will offer a Master of Arts degree in Multicultural Studies.

133. The Centre is heavily committed to applied research of direct relevance to the predominantly migrant population of Wollongong. It is currently involved in six projects which include the "Australian Iron and Steel Migrant Workers and Industrial Safety Study" the "Cringila/St Francis Community Language Teachers Training Project" and the "Political Economy of Ethnicity".

134. The multicultural centres at Armidale, Mount Lawley and Goulburn CAEs engage in community services and community education as well as teaching and research. All three colleges offer multicultural studies units to undergraduates, as well as graduate program leading to specific awards in multicultural studies. The Centre at Armidale has about 475 students involved in its courses and the equivalent of 11 full time staff; the Centre at Mount Lawley, about 400 students and 13 staff; and that at Goulburn, about 200 students and 11 staff. These figures include both undergraduate and post-graduate students. All three are funded through their college budgets with an estimated allocation in 1980 of $340,000, $262,000 and $275,000 respectively for staff salaries and operating costs.

135. The Multicultural Education Project (shortly to be re-named the Multicultural Centre) at Sydney Teachers' College is an interdepartmental group with the equivalent of 2 full-time staff. It is funded from within the College with a budget allocation in 1980 of $73,000 with some additional external funds. The Project staff provide guest lecturers for pre-service and post-graduate programs within the College and continuing education courses for teachers and medical personnel. The Project also produces curriculum materials and publications, maintains a resource centre and engages, on a small scale, in research.

136. The Multicultural Centre at Milperra CAE is a resources centre which is primarily oriented towards the 50 graduate students in multicultural education. It is funded from within the College at a cost of about $70,000 a year.

137. The Centre for Migrant Studies at Monash University is run through the voluntary efforts of staff from the faculties of Arts and Education in addition to their normal teaching duties. In 1980, the Centre's funds are about $700, which is used to meet the expenses of visiting guest lecturers. The Centre administers a graduate diploma in Migrant Studies, coordinates research in the field within the university and organises seminars accessible to the public. The Institute of Immigration and Ethnic Studies at La Trobe University is a loosely structured body maintained through the voluntary efforts of interested staff and students. To date it has operated largely as a seminar group, drawing together people working in the field of ethnic studies.

138. The Centres and Committees at Melbourne State College, SCV Toorak, Kelvin Grove CAE and Townsville CAE are based largely on the voluntary participation of interested staff. To different degrees they are active in monitoring the state of multicultural education within their institutions, in providing guest lecturers and material resources for institutions, and in organising seminars and distributing information on multiculturalism. The Inter-College Multicultural Advisory Committee has representatives from each CAE in Victoria. It is a formal advisory committee to the Victorian Conference of Principals and seeks to monitor the activities in multicultural education in the CAE sector.

Conclusions and Recommendations

General Studies

139. The major conclusion to be drawn from the study is that while there are many courses which could readily incorporate some treatment of ethnic and cultural diversity in Australia, very few utilise the available opportunities.

140. Specific units concentrating on ethnic and cultural diversity are presently offered and their augmentation is to be welcomed. Nonetheless, *the basic strategy recommended by the Institute is the encouragement of widespread incorporation of multicultural perspectives within appropriate existing general studies units. In view of the considerable range of both staff and courses currently engaged in the tertiary system, the Institute does not recommend the allocation of additional funds to promote new units or the suggested incorporation strategy.*

141. The Institute is at one with the TEC's view of the autonomy of tertiary institutions. It follows that the introduction of such multicultural perspectives in existing courses and new units where appropriate is primarily the responsibility of the educational institutions and individual teachers concerned.

142. In this context, the Institute recommends that the TEC encourages in ways the TEC deems most effective, the widespread incorporation of multicultural perspectives within appropriate units.

143. The Institute also requests the TEC to consult it on submissions received in this area and to note when considering funding priorities the small number of courses and units presently available.

Professional, Vocational and Teacher Education

144. The Institute concludes that the relevance to occupational practice of ethnic and cultural diversity in our society is an issue largely neglected in professional and vocational courses, including teacher education. The Institute notes that the TEC has taken up with institutions, in the context of the implementation of the Galbally Report Recommendation 48, the inclusion in professional courses of components on the cultural background of the major ethnic groups.

145. The Institute acknowledges the TEC's advice that it is only in special circumstances that the Commission may seek to foster a particular development. The Institute now suggests that such circumstances do exist and requests the TEC to respond accordingly.

146. The Institute also believes that there should be consultation between the TEC and professional and vocational bodies involved in tertiary education in order to determine the most effective ways to incorporate multicultural perspectives into training courses.

Multicultural Centres

147. The Institute supports the centres which have been established to research, teach and support studies of ethnic and cultural diversity in Australia. It regards the activities of these centres as of considerable significance in encouraging the incorporation of multicultural perspectives within existing courses and units in their institutions.

148. The Institute therefore draws the attention of the TEC to the financial difficulties which threaten the existence of the Centre for Multicultural Studies at the University of Wollongong.

APPENDIX I

Table 6.7 presents student enrolment in language departments for the period 1975-80, and student-staff ratios (where available) for 1979. Enrolments are in weighted student units (WSU), and staff figures are for equivalent full-time teaching and research staff (including part-time staff). The student-staff ratio (SSR) is the ratio between these two.

Departmental classifications are those established by the Universities Commission Working Party in its 1975 Report. They do not correspond strictly to the titles of individual departments in particular universities. The figures include, in some cases, enrolments in non-language subjects. The source for the figures is the TEC, which kindly made available data supplied by the universities. Totals published by the TEC will be at variance with the totals in these tables due to the exclusion of enrolments in linguistics, correction of the figure for Italian at Sydney in 1979, and inclusion of Indian Studies at Melbourne. Staff figures for individual languages were not always available and an asterisk is used to indicate that one or two departments have been omitted from the 1979 SSR average. Other information supplied by universities and departments has been drawn upon to estimate 1980 student loads in specific languages, indicated in brackets after the 1980 figures. Detailed and analytical data concerning the number of persons studying particular languages are generally unavailable.

Table 6.7: Student Load (WSU) in Language Departments in all Universities

	1975	1976	1977	1978	1979	1980		SSR 1979
Classics	977	1,007	994	1,048	1,021	1,089		11.3
Greek	48	55	69	72	94	105		8.9
Latin	28	30	28	31	31	36		5.2
SUB TOTAL	1,053	1,092	1,091	1,152	1,146	1,231		
European Languages			41	51	65	59		8.9
Modern Languages	39	55	53	49	54	44		7.4
Romance Languages	157	190	212	213	232	247		10.6
French	1,256	1,232	1,220	1,200	1,130	1,131	(1,319)	9.6
German	913	932	941	940	902	899	(870)	9.4
Spanish	234	215	224	234	220	222		8.6
Italian	283	304	338	364	449	448	(568)	12.2*
SUB TOTAL	2,880	2,928	3,027	3,052	3,052	3,051		
Slavonic Languages	19	22	23	21	22	23		3.7
Russian	171	175	166	156	147	138	(82)	6.2
SUB TOTAL	190	197	189	177	169	161		
E & SE Asian Languages	139	110	192	205	200	210		n.a
Oriental Studies	89	77	89	82	96	93		9.4
Chinese	84	77	78	71	66	76	(186)	5.1*
Japanese	249	255	256	242	251	294	(347)	8.0
Indon./Malay	195	249	241	241	231	229	(238)	7.4
Indian Studies	72	71	71	79	71	69	(24)	7.8
SUB TOTAL	829	839	926	920	915	971		
Middle-Eastern Studies	100	119	124	132	128	104	(29)	15.8
Semitic Studies	52	56	63	70	71	89	(49)	9.8
SUB TOTAL	152	175	187	202	199	193		
TOTAL	5,102	5,230	5,419	5,502	5,481	5,605		

Note: Discrepancies in totals will be due to rounding.

* Does not include all departments.

Table 6.8: Student Load and SSR, Language Departments, Monash University

		1974	1975	1976	1977	1978	1979	1980	Change 1974-80
Classical Studies	WSU	144	131	128	118	132	125	125	−13%
	SSR	10.86	10.74	10.70	10.38	11.88	11.14	10.78	− 1%
French	WSU	151	143	131	111	103	99	91	−40%
	SSR	8.21	8.13	7.91	7.14	7.60	7.92	7.91	− 4%
German	WSU	95	100	108	113	101	105	90	− 5%
	SSR	7.52	8.06	9.84	10.24	8.79	9.30	9.47	+26%
Indonesian & Malay	WSU	65	61	57	50	54	47	50	−23%
	SSR	7.8	7.26	8.08	6.76	8.33	7.18	7.58	− 3%
Japanese	WSU	75	77	71	74	69	76	111	+48%
	SSR	8.96	8.95	8.88	8.57	7.08	9.22	11.56	+29%
Russian	WSU	41	49	48	36	36	30	25	−39%
	SSR	4.81	6.13	6.04	5.08	5.14	4.29	3.57	−26%
Spanish	WSU	73	60	56	50	60	58	52	−29%
	SSR	10.27	8.33	7.94	8.11	9.27	9.29	8.67	−16%
All language Departments	WSU	642	620	599	551	554	539	545	−15%
Total Arts Lang. Dep.	WSU	2,931	2,969	3,078	3,026	3,029	3,004	3,030	+ 3%
	%	21.9	20.9	19.5	18.2	18.3	17.9	18.0	−18%
All language Departments	SSR	8.39	8.33	8.62	8.21	8.41	8.57	8.82	+ 5%
All non-lang. Departments	SSR	13.70	13.95	14.64	14.45	14.83	15.15	15.61	+14%
Total Arts	SSR	12.03	12.23	12.89	12.69	13.01	13.31	13.71	+12%

Sources: Monash University and the TEC. Discrepancies in totals due to rounding.

Table 6.9: Student load and SSR, Language Departments, Melbourne University

		1974	1975	1976	1977	1978	1979	1980	Change 1974-80
Classical Studies	WSU	82	94	116	130	147	158	174	+112%
	SSR	8.54	9.22	11.60	11.61	11.48	11.97	14.75	+73%
East Asian Studies*	WSU	111	111	74	68	68	74	80	
	SSR	9.33	8.54	8.81	8.95	8.29	8.13	9.09	
French	WSU	138	150	168	164	173	161	171	+24%
	SSR	7.93	8.67	10.37	9.94	11.09	11.03	11.63	+47%
Germanic Studies	WSU	116	119	129	135	124	120	129	+11%
	SSR	8.53	9.92	10.49	10.80	9.84	9.77	9.85	+15%
Indian Studies	WSU	61	56	55	50	49	41	40	−34%
	SSR	16.05	12.73	12.79	10.64	11.95	10.00	9.52	−41%
Indonesian & Malay	WSU	*	*	34	29	39	36	44	
	SSR			10.30	8.53	10.83	10.00	10.48	
Italian	WSU	54	58	61	75	84	102	107	+98%
	SSR	9.31	10.55	11.30	11.54	11.05	12.91	14.08	+51%
Middle East Studies	WSU	110	100	119	124	132	128	104	− 5%
	SSR	12.79	11.76	16.08	15.50	18.86	15.80	16.77	+31%
Russian	WSU	63	67	74	85	72	64	59	− 6%
	SSR	8.63	10.00	11.56	13.71	11.43	10.00	9.37	+ 9%
All language Departments	WSU	735	755	830	860	888	884	908	+24%
Total Arts	WSU	3,666	3,721	3,989	3,698	3,906	3,812	3,870	+ 6%
Lang. Dep.	%	20.0	20.3	20.8	23.3	22.7	23.2	23.5	+18%
All language Departments	SSR	9.80	9.73	11.26	11.23	11.41	11.15	11.81	+20%
All non-lang. Departments	SSR	16.68	16.92	18.68	15.59	17.18	17.21	17.37	+ 4%
Total Arts	SSR	14.62	14.71	16.43	14.30	15.41	15.28	15.64	+ 7%

* The Department of Indonesian and Malay Studies became independent of East Asian Studies in 1976. Their combined WSU in 1980 was 124 = 112% of the 1974 figure, with an SSR of 9.5 (equals + 2%).

Sources: Melbourne University and the TEC. Discrepancies in totals due to rounding.

Table 6.10: Languages and/or departments with greater than 20% variation in student load between 1975 and 1980

		WSU 1975	WSU 1980	% Change
Modern Greek	New England*	18.1	33.6	+ 86%
	Melbourne (1974)*	17.7	73.4	+315%
Italian	Sydney	139.4	170.2	+ 22%
	New England (1974)*	28.81	55	+ 91%
	Melbourne	58	107	+ 84%
	Flinders	22.2	42.9	+ 93%
	ANU (1974)*	16.3	27.5	+ 69%
German	NSW	60	83	+ 38%
	New England	30	71.5	+138%
	Newcastle	30.8	43	+ 40%
	Macquarie	46	64	+ 39%
	Queensland	218	123	− 44%
	Western Australia	47	37	− 21%
	Tasmania	18.3	28.5	+ 56%
French	Sydney	211.8	269.5	+ 27%
	NSW	91	123	+ 35%
	Monash	142.8	91.4	− 36%
	Queensland	186	93	− 50%
	Western Australia	118	83	− 30%
	Tasmania	31.2	22.4	− 28%
	ANU*	33.1	45.5	+ 37%
Russian	NSW	11	18	+ 64%
	Monash	48.5	25.4	− 48%
	ANU*	10.7	16.8	+ 57%
Spanish	NSW	77	97	+ 26%
	LaTrobe	77.9	54.2	− 30%
Indon/Malay	ANU*	47.7	34.1	− 29%
Japanese	Melbourne*	14.8	25.2	+ 70%
	Monash	77	111.1	+ 44%
Arabic	Melbourne*	7.2	13.3	+ 85%
Chinese	ANU*	43.5	27.1	− 38%
	Monash (1974)*	9.75	21.7	+123%

* Undergraduate language students only; total department unless indicated.
Note: The year in which the language was first taught is indicated in brackets if later than 1972.

APPENDIX II

There are several reasons for student-staff ratios in language departments being lower than in other Arts departments if a parity is to be achieved or maintained between the two types of departments in terms of staff workload and, consequently, the quality of teaching and research.
Table 6.11 illustrates the differential that exists between language and non-language departments within the same faculty in terms of the proportion of total undergraduate student load represented by first-year enrolments.

Table 6.11: First year Student Load as a Percentage of Total Undergraduate Student Load

		All language departments	All non-language departments
Melbourne University Arts	1980	39.3%	30.3%
Melbourne University Arts	1974	41.3%	31.9%
Monash University	1979	44.8%	36.4%
Monash University	1974	42.2%	33.3%

Source: University Statistics

The two universities — an "old" and a "new" — show opposite trends in language enrolments in the 1974-80 period. The differential, however, remains the same at around 9%. This difference between language and non-language departments means that language departments have more students to teach for the same official student load.

A second reason why SSR in language departments should be lower than in other Arts departments is that the forms of assessment considered appropriate to the nature of the subjects concerned are particularly onerous and time-consuming for staff. One calculation put the number of words needing to be marked per student at approximately three times the corresponding figure for non-language subjects, and this seems to be the rule rather than the exception. Moreover, the marking load increases directly with the number of students.

The nature of language teaching requires more contact hours between students and staff and more small-group classes than most other Arts teaching. Departments surveyed reported that first-year language students normally had between 5 and 7 hours of classes per week, while university handbooks suggest that for non-language Arts subjects the corresponding figure was 3-4 hours per week. The proportion of small-group teaching adds considerably to total staff teaching hours, as does the almost universal existence of parallel elementary (beginners) and advanced (post-HSC) courses. In one department, Year I students receive 3 different class preparations and 9 hours of teaching in a non-language subject, while approximately the same number of students in the beginners and advanced language streams for Year I require 11 class preparations and 27 hours of teaching.

One further hidden factor in the workload of language departments is the proportion of part-time to full-time staff. Administrative and co-ordinating responsibilites fall upon the shoulders of full-time staff. Part-time staff have little if any of the marking to do, and are not required to be available for individual student consultation which can take up considerable staff time. In 1979, at Monash University part-time staff constituted 5.8% of total staff in language departments compared with 3.5% in other Arts departments, while the corresponding figures at Melbourne University were 8.3% and 6.5% respectively and at the University of

Adelaide 5.1% (French, German, Classics) as against 2.9% for all other Arts departments.

Although there has been a proliferation of non-language courses taught in language departments, this has not occurred to any extent in departments of French, German or Italian, which together form the bulk of language departments. Moreover, in the departments of Classics at Melbourne and Monash Universities, for example, the ratio of language to non-language undergraduate students has altered by less than 2% in the period 1974-80. In Japanese at Monash it has increased by 5%, while at Griffith the proportion of language students fell from 30% in 1977 to 27% in 1980. In most Asian Studies departments the trend has been to introduce more language courses than non-language courses. Flinders University introduced Indonesian in 1976 into its Asian Studies Department, and by 1980 the ratio of language to non-language students (WSU) had risen from 27% to 60%. If anything, therefore, there has possibly been a slight increase in the ratio of language to non-language students in language departments.

APPENDIX III

Table 6.12: Non-degree language courses, 1980, Language Centre, La Trobe University

Language	Level	Original Enrolments	Current Enrolments	Number Withdrawn	Percentage Withdrawn
Italian	Beginners	24	18	6	25
Italian	1A	11	3	8	73
Italian	1B	15	14	1	7
Italian	1C	17	5	12	71
Italian	4	12	8	4	33
Spanish	1A	16	8	8	50
Spanish	1B	7	3	4	57
Spanish	4	15	10	5	33
Spanish	10	9	9	Nil	Nil
Greek	1A	12	Nil	12	100
Greek	7	16	9	7	44
German	1A	10	9	1	10
German	1B	19	10	9	47
German	4	16	12	4	25
German	10	8	6	2	25
Vietnamese	1	14	Nil	14	100
French	1	19	11	8	42
Number of Classes	17				
Total Enrolments		240			
Total Current Enrolment			135		
Total Withdrawn				105	43.75

Source: The Language Centre, La Trobe University.

7 Adult Migrant Education

Knowledge of the English language facilitates social interaction in everyday life and access to the mainstream of culture and participation in the major political, economic and social institutions of the country. The Galbally Report emphasised the critical role that English language proficiency plays in the successful settlement of migrants. It concluded that "the migrants who have the greatest difficulties are those who arrive here with little or no understanding of the English language." (1978, p.4). The migrant, although feeling the need for English most keenly in the initial settlement phase, will continue to be at a disadvantage in employment, in isolation from social contact and in many other ways.

2. To date, many highly competent workers and professionals have been unable to utilise their skills and expertise because they do not have sufficient proficiency in English. This results in a loss not only to the individual, but to the community as a whole. Among others whose needs can be specifically identified are the large number of migrants isolated in the home, particularly women and the elderly (whose numbers are increasing dramatically), as well as migrant women at work and those from smaller ethnic groups whose own support services are limited.

3. Under the Adult Migrant Education Program, developed and administered by the Department of Immigration and Ethnic Affairs, several methods for teaching English to adults have been initiated in an attempt to meet these needs. Through this Program, the Commonwealth provides funds to the States and to tertiary institutions to run a range of courses.

4. The Program has two components — an on-arrival phase and an on-going phase. The on-arrival phase, which began in 1977, is directed at recently arrived migrants and refugees who have little or no knowledge of English and aims at providing basic English and information about Australia.

5. The on-going phase is designed to meet the needs of the earlier arrivals who have not attended classes previously or who need to improve their current level of English. It also caters for those more recent arrivals who have not attended on-arrival courses, as well as those who need to reinforce skills developed during earlier courses. The on-going phase, covering a range of both general and specific English-language needs, includes full-time and part-time intensive courses, part-time continuation classes, correspondence courses, a television program to teach English, Courses In Industry, women's day courses and the Home Tutor Scheme.

6. In the context of this Review various elements of adult migrant education are covered:

- the On-Arrival Program of the Adult Migrant Education Program which has now been operating for 3 years, but has not yet been the subject of a major

evaluation (the examination of this program will be issued as a supplement to this report).
- the Home Tutor Scheme and the Courses in Industry Program (both on-going courses expanded on the basis of recommendations of the Galbally Report)
- the provision of instruction through television and radio, which has declined in use over recent times, since the ABC discontinued broadcasting radio classes, and the production of a television series ceased.

THE HOME TUTOR SCHEME

7. The Home Tutor Scheme is designed to offer voluntary English-language assistance in the home on a one-to-one basis to those migrants who, for various reasons, are unable or reluctant to make use of courses and classes available on a more formal basis. The Scheme is directed primarily, but not exclusively, to migrant women who are isolated in the home.

8. The Scheme depends on tutor and student volunteers. Tutors are recruited through newspaper advertisements (daily and local), notices in community resource centres, such as libraries, or other local government facilities, and as a result of word-of-mouth contact with friends or other community-oriented and welfare agencies. Students are usually referred to the Scheme by relatives or by social welfare or health service workers, although in some cases they apply personally. It is estimated that some 6,178 students and 4,623 tutors were involved in the Scheme during 1979/80.

9. The Scheme has both educational and social goals:
- to improve English-language proficiency in the informal situation of the home
- to encourage integration into the community, through the development of social contact
- to facilitate progression towards more formal classes

Since the Scheme's inception in 1974, however, there has been some shifting and consequent confusion as to the relative priorities of its educational and social goals.

10. The Institute commissioned a pilot study to evaluate the Scheme. The Department of Immigration and Ethnic Affairs (DIEA) made an officer available to provide a general overview of the Scheme.

Finance and Administration

11. Commonwealth finance for the Scheme is provided through the Migrant Education Branch of DIEA. Expenditure for 1979/80 (provisional) on the Scheme is $312,645 including estimated expenditure in Tasmania, for which precise figures are not available.

12. The criteria for distribution of finance between States is not clear. Table 7.1 shows provisional Commonwealth expenditure, average tutor and student numbers, and derived reimbursement per student by States for 1979/80. Funds provided appear to bear little relation to student numbers. The fact that DIEA administers the Scheme in Queensland and thus does not provide the State with the salary of a co-ordinator would reduce costs in that State, but the Department

also co-ordinates the Scheme in South Australia, where average cost per student is 12 times higher. The level of Commonwealth finance obviously affects the degree of administrative and professional support that can be provided. A review of the way in which funds are allocated between States appears necessary.

Table 7.1: Provisional Commonwealth Reimbursements to States, average tutor and student numbers, derived reimbursement per student 1979/80

	Expenditure ($)	Average No. of Tutors	Average No. of Students	Reimbursement per Student ($)
NSW	142,790	1,500	2,246	63.58
VIC	113,137	2,242	2,667	42.42
QLD	3,039	290	437	6.95
SA	18,875	166	216	87.38
WA	10,300	217	356	28.93
TAS	6,500*	76	88	73.86*
ACT	–	87	104	–
NT	7,307	45	64	114.17
Total	301,948**	4,623	6,178	

* Estimate
** Excluding an estimated $10,697 from DIEA regional offices, to assist with teaching materials.

13. The Scheme is administered and co-ordinated by the State Adult Migrant Education Services (AMES) in the States and Territories, except Queensland, South Australia, and the ACT, where DIEA performs this function. The division of responsibility for administration and training between Commonwealth and State authorities in two States leads to problems of co-ordination. Both South Australia and Queensland are reported to be interested in taking over administration of the Scheme.

14. Co-ordinating committees chaired by each Department responsible for AMES have been established in all mainland States, in the Northern Territory, and in the ACT. These committees include representatives from ethnic and other community organisations. Their role is to develop and administer the Scheme and advise on its promotion and development. Their performance has been variable, and the DIEA is interested in strengthening the committees' policy and funding advice functions.

15. Administration at State and Territory level is undertaken by paid full-time or part-time workers who organise the recruitment and training of tutors, the recruitment of students and their matching with tutors, and the development and dissemination of training materials.

16. A total of 36 people are employed in the States and Territories, 10 full-time and 26 part-time. Differences in local practice and policies are reflected in Table 7.2, which illustrates the range of government agencies involved, as well as differences in staffing levels.

Tutor Training and Support

17. Prospective tutors are generally required to undertake some initial training. This varies between States, but usually comprises 2-4 sessions involving a total

of 4-9 hours. Only one or two of the sessions deal with teaching method. In the final or semi-final session, tutors are "matched" with their first student. They are generally offered a voluntary recall training session 6 weeks later, but there is general difficulty in persuading tutors to attend these. Workshops, general meetings and social gatherings for tutors are held at intervals.

Table 7.2 Staff and Authorities involved in Home Tutor Scheme

State or Territory	Full Time	Employing Organisation	Part Time	Employing Organisation
NSW	6	AMES	5	AMES
VIC	1	AMES	8*	AMES
SA	1	DIEA	5	AMES
QLD	1	DIEA	1	AMES
WA			1*	AMES
TAS	1	AMES	2	AMES
ACT			1	DIEA**
			1	Comm Dept Education
NT			2*	State Dept Education
TOTAL	10		26	

* Other teachers on call as required
** This arrangement is under review.

18. A basic teaching kit, prepared by the Commonwealth in 1977, is provided to tutors. Supplementary materials have been distributed to each State and Territory for inclusion in resource centres or libraries in the State offices, for use by tutors. Organisers are also encouraged to prepare additional resource materials. Many tutors and organisers are dissatisfied with the kit. Criticisms include suggestions that tutors need more practical advice on how to use the kit and the approach it advocates; and that the kit is inadequate for "teaching English as a foreign language" as opposed to "teaching English as a second language", and for other aspects of the diverse learning and ancillary needs currently being accommodated under the Scheme.

Statistics

19. Since inception of the Scheme, progressive totals of past students, tutors trained, and, in some cases, tutors withdrawn, have been maintained in each State and in the Territories. As student and tutor participation is voluntary and informal, co-ordinators do not necessarily know when individuals leave the Scheme. Thus, figures on which progressive totals have been built cannot be regarded as necessarily accurate.

20. In 1979/80, total reported student enrolment was 10,272. Estimated average student enrolment at any time during that year was 6,178, while the estimated average number of tutors working at any time during that same year was 4,623. (State and Territory breakdowns are shown in Table 7.1).

21. New South Wales calculates that the attrition rate for tutors in that State is currently 35% a year, and that the average length of tutoring is 8 months. Of people who volunteer as tutors, some 72% complete training and take up students. The remaining 28% of volunteers divide fairly evenly between those who never commence training, and those who drop out during training.

22. Around 2,000 would-be students were reported to be awaiting tuition at June 30, 1980, as shown in Table 7.3.

Table 7.3 No. of Students awaiting tuition, 30.6.80

NSW	VIC	QLD	SA	WA	TAS	ACT	NT	TOTAL
885	775	60	209	21	7	13	11	2,001

Evaluation of the Scheme

23. While co-ordinators are expected to contact tutors periodically to ascertain how they are going (and to ensure they are still tutoring), there is no attempt to monitor or assess either the tutor's expertise in teaching English and in encouraging social integration, or the student's progress in these areas.

24. In New South Wales students are counselled before they start, but in other States no initial interview takes place before students are allocated to a tutor. Nowhere is English proficiency tested or formally assessed before students begin tuition. Assessments of students are made from information given by them on their applications. These assessments appear intended mainly to ensure that an alternative form of teaching the person English would not be more suitable.

25. Plans for a national survey of participants in the Scheme were initiated at Commonwealth level in 1976 but abandoned after unfavourable reactions from organisers and tutors. Criticisms included objections that questions were intrusive, invaded the privacy of the student and family, were likely to impair the tutor-student relationship, and were tantamount to a breach of confidentiality. Queensland AMES has given some thought to assessing tutors and students but this met with opposition at the local level from tutors. In the last 2 years, the New South Wales Home Tutor Scheme has conducted a number of surveys to build up a profile on students and tutors. These have elicited information on student nationality, reasons why students do not attend formal classes, tutor retention rates, and causes of tutor drop-out. A current survey seeks further information on student and tutor background and on the operation of the Scheme, together with the tutor's perception of student progress.

26. Ideally, any evaluation would include ascertaining student views on the effectiveness of the Scheme in terms of English learning and in respect of its social goals, together with some independent measure of student progress in these areas. This is not done within the Scheme, and proved impossible in the pilot study commissioned by the Institute.

27. State co-ordinating offices in New South Wales and Victoria were generally reluctant to allow interviewers to contact students direct, regarding this as an invasion of privacy and a breach of confidentiality. Research therefore centred on tutors, sometimes with their students, some of whom were observed having lessons with tutors.

28. Both subjective and objective measurement of English-language acquisition and social integration are difficult. Different students have entirely different expectations and perceptions in these areas and it was not possible to develop and validate satisfactory tests to enable progress in either area to be

monitored. The study thus yielded qualitative data, illustrating predominantly the views of tutors, organisers, and administrators. In addition, the nature of the Scheme — its stated aims, the voluntary nature of all involvement below the level of co-ordination, the informal nature of contacts between tutors, students and local co-ordinators, and the lack of verifiable statistics — made empirical evaluation extremely difficult.

Perceptions of the Scheme

29. Tutors interviewed were generally satisfied with their roles and with the Scheme's operations. Criticism centred on inadequate materials resources, especially the inadequacy of the kit for meeting the range of English-learning needs now being presented by students. There was also general concern about the lack of teaching materials for adults relevant to Australian situations. Tutors expressed general satisfaction with the training offered and displayed some resistance to increased training, but many wanted specific training in the teaching of reading and writing to advanced students.

30. Tutors were not always sure of the educational attainment of students (for example one thought her student was illiterate until the student received and read the letter in Cantonese asking her to participate in the survey) or of the student's level of English at the outset.

31. Tutors were emphatic that they did not want to be paid a wage. Common reasons advanced were that their work was a contribution to the community or that payment would bring pressure to perform and gain quicker results. This view did not extend to expenses, however, and there was strong feeling that, where appropriate books, aids and other materials were not being supplied, their purchase should be reimbursed; and that travel costs should be reimbursed, at least to needy tutors such as pensioners. Students were generally reported as expressing satisfaction with the Scheme and with their particular tutor.

Conclusions

32. Proposals for expansion of the Scheme were made in the Galbally Report (1978) and have also come from a number of those involved in the Scheme administration and delivery. Offsetting these, however:

- there is a serious shortage of tutors, with almost 2,000 potential students currently awaiting tuition
- there is a serious lack of suitable teaching material
- it is questionable whether tutor training and supports are adequate.

33. Overcoming these obstacles would require substantial additional expenditure, necessitating in turn a serious assessment of whether the Scheme continued to constitute the most cost-effective means of meeting the English-learning and associated needs of isolated migrants. The Scheme, however, is by nature not amenable to monitoring and assessment.

34. Nevertheless, the Scheme as it now operates appears to be meeting certain community needs. Its informal basis, its intangible benefits, and the helper-learner relationship appear to attract and satisfy both tutor and student partici-

pants. The dual benefits of gaining some English improvement, together with increased confidence in communicating in English with a contact from outside the student's home, appear to produce, in at least some cases, a situation from which the student can move on, when he or she is ready, to learn more English and to become more involved in and more knowledgeable about the community.

35. *It is recommended that the Scheme continue broadly on its present basis. Additional financial input would require a degree of assessment and professionalisation contrary to the essential nature of the Scheme. It is further recommended that:*

- *the allocation of funds between States be reviewed in order to equalise the degree of administrative and professional support possible*
- *local administrative responsiblity be offered to the South Australian and Queensland governments*
- *the Home Tutor Kit and related materials resources be reviewed and upgraded*
- *the initial and continuing training provided for tutors be reviewed and upgraded.*

These proposals should be able to be accommodated by adjusting priorities within the relevant authorities.

COURSES IN INDUSTRY

36. The Courses in Industry program is aimed at providing special purpose English instruction to particular groups of employees, including production line workers, machine operators and supervisors. These courses are provided by State Adult Migrant Education Services (AMES) under funding from the Department of Immigration and Ethnic Affairs, which is responsible for the broad policy objectives of the scheme. Courses have operated since 1972 and were at first focused on basic language needs of migrants in industry, including safety aspects. The scheme has more recently been expanded to provide English instruction at a range of language levels, as well as for special purpose needs in the workplace.

37. The program provides short courses of about 40 hours over six or more weeks. The courses consist of work-oriented language concentrating on such aspects as production requirements, safety and basic communication. They are developed in consultation with employers and training officers of the State Adult Migrant Education Services. While teachers are provided free of charge to the employer, classes are usually held at the workplace in the employer's time.

38. The countries in which language courses in industry have been most developed are Sweden, Britain and Australia. Since 1973, all immigrants into Sweden not proficient in a Scandinavian language are entitled, by law, to 240 hours paid leave from work to attend language classes provided by the Government. All classes are taught by trained teachers. Employers are required by law to inform all new employees of their rights, and the employee must take classes within two years of starting work.

39. In Britain, the program aims to provide equality of opportunity to migrant workers and to meet the language needs of industry. It is run by the National Centre for Industrial Language Training and consists of courses in tertiary col-

41. The second approach, part-time accelerated classes, began in 1971 in Wollongong and Whyalla. The courses were six weeks long and consisted of 36 hours of teaching, partly in the employer's time. Besides teaching basic English, the courses included social and cultural content directly related to the workplace and particularly emphasising industrial safety. In March 1973 classes were given the official title "Courses in Industry". By 1973/74, 47 employers had accepted courses for about 1500 employees. Further modifications were made later to provide instruction in English at the beginners, intermediate, advanced and specialist levels. Since 1976, longer courses have been used, where required.

42. The Galbally Report [1978] recommended that more courses be made available to migrant workers. The Report recognised that the period of instruction was very short; that courses were not always held at the best times (e.g. at the beginning of a shift when the worker is fresh); and that both workers and employers, particularly those with small businesses, were reluctant to accept courses in their own time. It also commented that there was considerable support among ethnic communities for increased provision for "English on the job" and that if the program received additional promotion, the number of migrants receiving instruction could increase to somewhere between 6,000 and 9,000 by 1980/81. Pre-Galbally enrolments for 1976/77 were 2,088, as stated in the Report (p.44). To achieve the increase in student numbers, an additional $1.2m was to be spent over a 3 year period commencing from 1978/79. By 1978/79, 78 employers sponsored 318 courses for a total of 3,319 students, well short of the number needed to achieve the 1980/81 Galbally target and only a very small increase on the immediate pre-Galbally enrolment, of 3,187 in 1977/78.

Table 7.4 Courses in Industry Program

	1971/ 72	1972/ 73	1973/ 74	1974/ 75	1975/ 76	1976/ 77	1977/ 78	1978/ 79
COURSES:								
NSW	1	–	47	51	72	108	192	212
VIC	3	29	61	71	43	46	86	81
SA	–	–	10	12	26	27	27	10
QLD/WA/ACT/NT	–	–	7	2	7	8	12	15
TOTAL	4	29	125	136	148	189	317	318
EMPLOYERS:								
Private	n/a	21	n/a	n/a	43	29	45	46
Public	–	–	n/a	n/a	16	24	30	32
TOTAL	n/a	21	47	50	59	53	75	78
STUDENTS:								
Male %	n/a	n/a	n/a	n/a	76%	70%	64%	64%
Female %	n/a	n/a	n/a	n/a	24%	30%	36%	36%
TOTAL	n/a	1,016*	1,510	1,737	2,283	2,088	3,187	3,319
EXPENDITURE								
$000's	n/a	18.0	51.2	41.7	69.7	255.8	290.0	293.0

n/a = not available
* Estimated
Source: Expenditure data provided by DIEA

43. Since the Galbally Report, further developments have taken place. Discussions with State Adult Migrant Education authorities on how best to promote and develop the program have led to increases in promotional staff. It was also

ERRATUM

p.99 (paras 39 and 40)

39. In Britain, the program aims to provide equality of opportunity to migrant workers and to meet the language needs of industry. It is run by the National Centre for Industrial Language Training and consists of courses in tertiary colleges or in community centres conducted by trained teachers. Courses run for 60 hours, and more advanced or specialised courses (e.g. for supervisors) are available. The courses are offered to migrants who are either in employment, in industrial training (e.g. apprentices), or about to commence training. Classes are held during working hours with some rebates being provided by the government to employers.

40. In Australia, two approaches have been taken to the teaching of English in the workplace. The first involved the continuation class program which began in 1948 and consisted of courses in basic English. Some factories and other workplaces provided the venue for classes which were usually held outside normal working hours. The course content was modified in the 1960's to incorporate more industrial language content. By 1971 about 50 courses, by then known as "English in Industry" classes, were being held in New South Wales, Victoria and South Australia.

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decided that the best way to promote the "Courses in Industry" program would be to develop a number of pilot courses, negotiated with individual companies and also with employer organisations. Each pilot project is monitored by a steering group consisting of representatives of the Departments of Productivity and Immigration and Ethnic Affairs, the State Adult Migrant Education Service and employers. Table 7.4 outlines the major developments in the programs since 1971/72. For 1979/80 the only figure available was for total expenditure, which was $458,000.

44. The main growth has occurred in New South Wales, where the number of courses has risen from 72 to 212 between 1975/76 and 1978/79. In Victoria, course numbers have doubled since 1975/76, while in South Australia there has been a decline in courses provided by employers.

45. While the number of private companies participating in the program has increased slightly since 1975/76, the number of other employers (including government) has doubled, from 16 to 32. Expenditure on the program has increased from $69,700 to $458,000 between 1975/76 and 1979/80.

Evaluation of the Program by the Participants

46. The Institute has commissioned a series of pilot surveys of the principal participants in the "Courses in Industry" program. Information was collected from groups of employers, unions and teachers, while a number of employees were interviewed in person.

(a) Employers Sponsoring Courses

47. Following consultation with adult migrant education services in New South Wales , South Australia and Victoria, attempts were made to contact a total of 73 employers and data was collected from 41 of these organisations.

48. Most frequently classes were started because of difficulties experienced in communication with non-English-speaking migrants, as perceived by foremen, supervisors and management. These people were concerned about migrants' difficulties in expressing their wishes, needs, ideas and saw that this infringed upon the work effectiveness of their section or the organisation as a whole.

49. A majority of employers were satisfied with the course. Among the most common reasons given were better communication within the workplace, improved employee attitudes to work and the employer, and greater assistance to migrants in the general community.

50. Only 8 employers felt dissatisfied with the course, while a further 8 had "mixed feelings". The most common reason for dissatisfaction was that migrants took insufficient interest in the course or that respondents felt that workers were not learning enough English. One factor which may account for insufficient interest of migrants in courses is that several of the companies held classes partly or fully out of hours, without remuneration for that time.

51. When asked to suggest improvements, the most common suggestions were that the type of language taught should be even more relevant to the workplace and that foremen and supervisors should be more involved in the planning and running of courses. Greater planning was emphasised as one means of raising the relevance of the course to the workplace. Others pointed to a need for courses to be more extensive and for follow-up courses to be provided.

52. Most employers favoured the continuation of the courses; only 7 were dissatisfied to the extent of not holding further classes.

(b) Employers yet to Sponsor Courses

53. Questionnaires were sent to 86 employers in a range of different sized organisations, most of whom had information on "Courses in Industry" prior to the survey. Replies were received from 48 firms. Over half of these organisations said that at least 40% of their wage employees were migrants from a non-English background. Most indicated that promotional material provided by the local AMES on the scheme would not lead them to consider holding courses in the future. This may, for some employers, be a reflection of the inadequacies of the material in presenting the program in a positive light. Employers commented on the possible loss of productivity and the lack of need or interest by migrants.

(c) Teachers

54. A total of 92 teachers in three States were sent questionnaires. Returns were received from 62. Most had completed a formal teacher training course and 44 had taken a specialised TESL or TEFL course. Thirty had worked as TESL teachers for the equivalent of 2 years or longer. Only 10 had been "Courses in Industry" teachers before 1976. The vast majority of teachers were employed on an hourly basis, indicative of the high percentage of casual staff in the program. Most reported that they had received co-operation from employers, but a few said that supervisors and union representatives were less helpful.

55. Most teachers spent at least two hours in the workplace assessing the language needs of their students, but the majority felt that this was not enough. Further, teachers spent a considerable amount of time preparing materials for their courses. This can take as much time as teaching itself. Many relied upon their own ideas and previous experience for teaching materials. Recently developed teaching material for "Courses in Industry", Formulae for Beginners (Macpherson and Smith 1979) and English for Supervisors (Smith and Macpherson 1980) were being used by only seven teachers responding to the survey.

56. In suggesting possible changes to the program, 24 teachers stressed the need for more in-service training, 15 wanted an increased payment for preparation time and 14 wanted better teaching material.

(d) Employees

57. Seventy eight employees, who had been to classes in the workplace, were interviewed in the three States. Most had completed one course only. All were from a non-English speaking background and 44 respondents said they had never studied English before undertaking the course.

58. The results indicate that the course had offered respondents an opportunity to improve their English. Just over 50 said that they had gained confidence and speaking skills, while 35 reported improvements in their writing skills. This was generally supported by teachers responding to the survey. All but a few respondents believed that communication with their employers, their workmates and with others outside work had been improved. Better communication skills were felt to improve respondents' chances of a promotion, although this was not the only reason for undertaking the course. Seventy-three respondents expressed a desire to undertake another course in the workplace. Most believed the course they had taken was too short (typically 36-40 hours). Finally, almost all respondents felt that the classes had the support of management.

(e) Unions

59. A questionnaire was mailed to 91 unions in three States. These were chosen in consultation with State trade union organisations, because many have a significant non-English speaking migrant membership. Returns were received from 50 unions, nearly half of which reported non-English speaking membership of over 40%.

60. Only 22 of the unions which responded had a specific policy on English language in the workplace, although most were aware of ACTU policy which supports English classes. When asked, 38 saw the provision of such courses as either a matter of high priority, or as the employee's right. In fact, 22 reported that the issue of holding classes in the workplace had already been raised at an executive level and 18 said it was raised on the shop floor. Subsequently, in seven of these cases, language programs had been established. In one case industrial action was threatened. Thirty-two of the responding unions had no knowledge of the "Courses in Industry" program, including two who had included English classes in their log of claims. In general, unions either did not know about the courses or had not advocated classes for their members.

Conclusion

61. According to recent statistics (ABS 1979), 15% (942,600 persons) of the total Australian labour force, were migrants from non-English speaking countries. Whilst information on English ability is not collected with this data, evidence from smaller scale studies (e.g. Centre for Urban Research and Action, 1979) indicates that there are significant language problems in many employment areas. The Myers Report (1980) on technological change has indicated that lack of English produces a significant barrier to job mobility.

62. Among those seeking work, migrant unemployment rates were higher than in the rest of the community among recent arrivals, women and those under twenty years of age (ABS, May 1980). Earlier surveys have shown lack of English to be a significant factor in migrant unemployment (ABS, 1977). Clearly, there is a need for a program teaching English in the workplace. Large numbers of migrant workers could benefit, including many who would otherwise never attend an English class. In fact, the survey indicated that respondents who had been through the course felt that their English skills had improved, although no formal evaluation had been made of actual increases in language skills.

63. The Galbally Report emphasised three major shortcomings to the "Courses in Industry" scheme:

- Courses were too short. At the time of the Report the minimum course length was 36 hours and this still applies. The survey found that many students and teachers felt that there was a need for courses beyond 40 hours in length.
- Classes were not always held at the best times.The survey found evidence that some courses were still being held in part of the employees' time. It is considered that employees would be more likely to attend and benefit from classes held entirely during working hours, preferably at the start of the working day.
- Businesses, particularly small ones, were reluctant to have courses in their own time. This reluctance was noted among those respondents who are not currently sponsoring "Courses in Industry." Further, the Galbally Report suggested that the number of students completing courses could be substantially increased to between 6,000 and 9,000 by 1980/81 through better promotion. Current enrolment would indicate that even the lower target will not be achieved. The survey noted that any efforts which might have been made to promote the scheme have had little impact upon non-sponsoring employers or unions with substantial migrant membership.

64. Table 7.5 outlines proposed Galbally expenditure on "Courses in Industry" compared with actual expenditure over 3 years.

Table 7.5 Expenditure on "Courses in Industry"

	Additional Expenditure Recommended by Galbally Report (1)	Total Expenditure Recommendation (2)	DIEA Expenditure (Excluding Galb. Exp) (3)	Actual Expenditure (4)
	($'000)	($'000)	($'000)	($'000)
1977/78	–	–	290	290
1978/79	200	490	93	293
1979/80	400	690	58	458
1980/81	600	890	n/a	n/a

(1) Galbally Report (1978) recommendation based on annual extra costs to the Commonwealth above the current 1977/78 base year.
(2) Total recommended expenditure equals the Galbally component added to the 1977/78 base year total of $290,000.
(3) DIEA expenditure obtained by substracting Galbally extra expenditure (Column 1) from actual expenditure (Column 4)
(4) Based on data supplied by DIEA.

65. It was recommended that spending in the scheme be increased as outlined in Table 7.5. On this basis, expenditure in 1978/79 should have been

$490,000, but actual expenditure was $293,000. In the following year, expenditure should have been $690,000, but actual expenditure was only $458,000, largely due to the Departmental component of expenditure being substantially reduced. This reflects the lack of increased promotion and the consequent failure to substantially increase the number of students. *It is therefore recommended that expenditure on the "Courses in Industry" be raised to the level recommended in the Galbally Report (1978) in order to overcome the problems which were noted by the Report and which are still present in the program.*

66. The survey noted two factors which could influence the quality of courses being provided. These are:

- the lack of ESL training for some teachers
- the absence of a range of suitable curriculum materials.

These problems should be rectified so that teacher effectiveness can be improved.

67. This review, while not constituting a formal evaluation of the program, has highlighted some of the problems which have impeded successful implementation of the expansion recommended by the Galbally Report. No accurate assessment can be made of the program unless complete information is collected on course completions and enrolments by State/Territory, sex, duration and content. There is also little information on the activities of promotional staff in consulting with employers, teacher unions, State governments and other interested parties.

TEACHING ENGLISH BY TELEVISION

68. Television is the most pervasive medium. According to the Scott Report, 97% of migrants watch television (1980, p.229). Programs devoted to English teaching, therefore, have the potential to reach the estimated 400,000 persons identified by the Galbally Report as having a "low" standard of English, and in particular women, the aged and others who are socially isolated or unable to attend English classes (1978, p.11; Appendix pp 93-95).

69. The Ethnic Television Review Panel (1980) recommended that a multicultural television service should provide English and community-language learning programs that would extend and complement courses offered in educational institutions. The Panel emphasised the need for television instruction to be used in conjunction with other teaching methods and materials. It also highlighted the need for extensive consideration by education authorities and the proposed Independent and Multicultural Broadcasting Corporation, of the most useful application of the television medium. These recommendations raise two fundamental issues — namely, the ability of television to teach languages and the cost-effectiveness of this means.

The Evidence for Language Teaching by Television

70. By the mid sixties television was being used to teach language in most European countries, as well as in the United States, Japan and Canada (Hickel 1965; Nippon Hoso Kyokai 1965). Evaluations of these programs were limited

and sought only rudimentary information on audience reactions. However, a few studies attempted to assess program effectiveness — for example, a survey by Bundy (1960) indicated that television was as effective as the classroom in teaching Spanish. Research by Newmark and Sweigert (1967) found that while a Spanish-teaching program was effective in teaching pronunciation, it was of limited use in other aspects of language.

71. The 1970s saw the expansion of instructional television to include developing as well as industrialised countries. Schramm (1977) found evidence of the usefulness of television English instruction in Western Samoa. There was also an increasing number of studies into the effectiveness of language programs in industrialised countries during this period. For example, Newmark (1977) showed the clear superiority of television over other methods of teaching English, while Lewis (1979) reviewed particular production techniques in television programs that can facilitate language learning.

72. Schramm (1977) referred to an earlier review of 400 studies, which compared the teaching ability of television with traditional classroom techniques. He concluded that television teaching was equally effective and was enhanced if used in conjunction with other methods , such as instruction booklets or audio cassettes, and with formal personal instruction.

The Australian Experience

73. Three programs have used television broadcasting to teach English to adult migrants in Australia.* The first, Walter and Connie, was produced by the BBC and purchased by the then Department of Immigration for a period of 5 years, starting in 1967. The program was shown on ABC television and accompanying booklets in Italian, Greek, French, German, Dutch, Finnish and Serbo-Croatian were issued. However no systematic evaluation of Walter and Connie was ever undertaken by either the Department or the ABC.

74. The second program, You Say The Word (YSTW), is currently shown around Australia on commercial television. Produced by Migrant Education Television in Wollongong, initially for the Commonwealth Department of Immigration and then for the Commonwealth Education Department, YSTW aims to teach English to migrants as well as provide information on Australian society.

75. Between 1970 and 1973, 80 hours of material were produced for the series in black and white . In the first 2 years the series was supplemented by a weekly feature of stills and texts from the program in a local Wollongong paper. No other written material has ever been produced. The program currently being shown, and totalling 104 hours, was produced between April 1974 and December 1978 and consists of two series, one devoted to elementary English, the other to more advanced English. The total production cost of the series was $3.5 million (equivalent to approximately $4.8 million at 1980 prices). However,

* A fourth program, Waterloo Street, has been used in migrant education classes as a teaching aid. Produced by the ABC, it consists of 24 episodes each 20 minutes long. It was originally designed for primary-school children. The ABC has also shown a number of English-teaching programs as part of its schools' television service.

despite the money spent on production, YSTW did not achieve its full potential because insufficient research resources were devoted to it in the developmental stages and there was little opportunity to adapt the series in the light of the findings of post-production research.

76. Several studies investigated the effectiveness and appeal of the series. The black and white episodes were the subject of seven internal reports by the then Department of Immigration (1971-73) which studied the migrant audience in Wollongong — the only place YSTW was shown before 1974. The last of these surveys conducted in 1973 showed that up to 76% of migrants in Wollongong had watched at least one episode of the program, although less than one-third of these people were current viewers. Only 8% of those who had seen the program were rated as having a high interest in it.

77. In 1974 the Department of Social Security conducted a study of the series in Melbourne (Bednall and Campbell 1975). In the first instance this study revealed that the audience for YSTW at the time in Melbourne (1974) was very small. In addition, experiments involving adult migrants in hostel classes were devised to assess the effectiveness of the program. Results did not demonstrate an improvement in knowledge of English, and indeed produced some evidence of interference between the learning of English in hostel classes and the learning of English from the program. This research also sought expert comment, which indicated that the quality of production, teaching techniques and interest component should be improved to increase the effectiveness of the series.

78. The Galbally Report confirmed the need for such improvements to YSTW. It stated: "we have been told by some migrants that (the program is) ... of little or no help to them, inadequate in design and unattractive in presentation."(1978, p.45).

79. In 1976, the Department of Education commissioned research into the colour series of the program to identify those segments of the community who could benefit from the program and the proportion of the target audience that had seen at least one episode of YSTW (King, Hill and Fahey 1979). The study did not attempt to measure language gain, arguing that this could only be tested among members of the target audience, once identified. The research consisted of four surveys in Wollongong, Sydney, Shepparton and Melbourne and showed that between 17% of migrants (Shepparton) and 45% (Wollongong) were regular viewers of the program. It concluded that the target audience for YSTW consisted mainly of migrants with low levels of spoken English, low levels of formal education and low literacy in their native language. This audience comprised a substantial number of women and middle-aged or older housebound migrants, together with many migrant workers who had occupationally isolated and low-skill jobs.

80. That report, in recommending the continuing production of YSTW, suggested that the program's effectiveness would be improved by scheduling the program at a more favourable viewing time, increasing publicity, publishing supplementary written material, more directly involving ethnic communities in production, using the program in libraries and hostels, and researching the program's teaching effectiveness.

81. Production, however, ceased in 1978, although the series is still being shown. It is estimated that the program's 'shelf life' in terms of providing relatively up-to-date information will be exhausted by 1985. Further information on YSTW (then being shown on commercial stations) was collected in the surveys investigating the second experimental television cycle of the Special Broadcasting Service (SBS) in Melbourne and Sydney in 1980. The research indicated that YSTW was regarded as less enjoyable than most of the other programs on television (Inview 1980). Only 12% had watched it in the previous 4 weeks.

82. The SBS experimental cycle also enabled a surveyed response to the third English-teaching program for adults, On We Go, which was shown at 7.30 a.m. on Sunday mornings for 15 minutes. Some 16% of migrants had watched the program at least once (Inview 1980). Given the early time slot, this indicated the strong motivation of many migrants to learn English. However, the relevance of the English spoken and taught, and information provided in this BBC series, has been questioned. In this context, preference has been expressed by ethnic communities for programs that more accurately reflect the Australian lifestyle and conversational use of English.

83. Most evaluations in Australia of language-teaching by television have failed to assess the most fundamental point, namely whether the program teaches its syllabus effectively. Schramm's review of instructional television and the recent studies of language-teaching by television give good grounds for asserting that there are techniques that will work. The effectiveness studies so far conducted of language programs suggest that the right techniques are, in general, not being used. Clearly, without adequate pre- and post-production research and qualitative analysis, language-teaching on television cannot realise its full potential.

84. The significance of program research is well evidenced by the success of the children's program, Sesame Street (Lesser 1975). Each type of program segment was painstakingly researched as to its appeal and effectiveness and, if necessary, segments were discarded entirely. These methods, combined with the talents of a highly creative production team, have produced a program that numerous studies have shown to be effective in teaching its intended syllabus, while at the same time having general appeal.

85. Other elements crucial to the success of a language-teaching program include appeal and accessibility. No matter how well a program is constructed, it must reach its target audience regularly if it is to teach. To do this, each episode should strive to be entertaining in its own right and be accessible to the target audience by being adequately publicised and scheduled at times that suit the audience.

86. Associated material also assists in a program's effectiveness, and the syllabus of any program should coincide with that used in other contexts so that the possibility of mutual reinforcement is maximised.

Proposal for a New Language-teaching Programme

87. Although studies have shown that instructional television can be successful in language-teaching and that this is a cost-effective means because

of the ability to reach large audiences in their homes, the potential of the medium, particularly in the Australian context, has not been fully realised.

88. *It is recommended that the proposed multicultural television service use its own funding to research and develop a new series of English-teaching programs, in consultation with relevant educational bodies, to meet the needs of non-English-speaking Australians. It is further recommended that the programs be shown at a reasonable hour, on a regular basis, with adequate station publicity.* Such a series would demonstrate, in practical terms, a commitment by the service to a cohesive society, by offering a knowledge of English to all Australians. Using the YSTW experience as a guide, a series of 64 hours would be needed to teach a basic English course. *It is recommended that the programs be provided free of charge to commercial stations in capital and provincial cities where the multicultural television service is not operating.*

89. The design and production of a successful teaching series will need to incorporate and develop the basic findings of the available research as well as the experience gained from programs already shown in this country. In the initial stages of production particularly, experimental studies to assess the teaching effectiveness of segments will be necessary to investigate, among other aspects, the teaching method to be used, the optimal length and spacing of segments, the use of associated written materials, the effectiveness of animation and the influence of particular production techniques.

90. Provision must be made for revision and adaptation of programs on the basis of research. This would include evaluation of each program by several viewing panels selected to reflect the diversity of the ethnic communities and surveys to gauge audience size.

91. Written material in each community language, consisting of a summary of major teaching items in each program, is essential, together with its distribution through Migrant Resource Centres and other similar agencies in regular contact with ethnic communities. Audience size should be maximised through effective publicity and program content promotion. The ethnic press, major dailies, television guides and ethnic radio, in addition to normal station publicity, should be used to promote the programs and make support material available.

92. The cost of such a series is estimated to be $4.9 million (at 1980 prices) spread over 7 years of production time and distribution, incorporating an allocation for necessary pre-planning, including selection of personnel, location and equipment and preparation of a detailed timetable for operation.

93. The maximum cost in any year would be $1,227,000, which is equivalent to approximately 4.4% of the proposed expenditure on adult migrant education in 1980/81. Table 7.6 gives a detailed break down of costs over a 7 year period. Overseas sales of the series could offset some of the costs.

94. Assuming that each episode could reach 76% of the target audience (the maximum figure obtained in surveys of YSTW) over several repeats, the cost per student-hour of the program would be approximately $0.25. This compares with an estimated $2.39 (at 1980 prices) for full-time intensive courses and $0.98 for adult continuation classes. Even if the actual "reach" figure were only half of the 76% achieved by YSTW, the television program would still be twice as cost-effective as other methods.

Table 7.6 Estimated cost of producing new English-teaching programme

	Item	Cost '000	Total
YEAR 1 (1981/82)	Pre-planning	50	
	Experimental studies	60	
	Experimental production	900	
	Audience panels	20	
	Audience survey	24	1,054,000
YEAR 2 (1982/83)	Experimental studies	60	
	Experimental production and first 12 episodes	1,020	
	Audience panels	20	1,100,000
YEAR 3 (1983/84)	Production 26 episodes	960	
	Experimental study	30	
	Teaching material preparation	50	
	Audience panels	48	1,088,000
YEAR 4 (1984/85)	Production 26 episodes	960	
	Printing, distribution of printed material	105	
	Publicity	98	
	Audience survey	24	
	Audience panels	40	1,227,000
YEAR 5 (1985/86)	Publicity	98	
	Audience survey	24	
	Distribution of materials	15	137,000
YEAR 6 (1986/87)	Publicity	98	
	Experimental study	30	
	Distribution of materials	15	143,000
YEAR 7 (1987/88)	Publicity	98	
	Audience survey	24	
	Distribution of materials	15	137,000
	TOTAL		4,886,000

8 Government Support Structures for Multicultural Education

Largely neglected until 1970, agencies and programs in the area of multicultural education have proliferated over the last decade. Although Commonwealth and State agencies are involved in both sets of activity, in the main, the Commonwealth involvement is with policy, advisory and funding initiatives, while the States carry the responsibility for the delivery of educational services. This fragmented pattern — involving several departments, many branches, agencies and committees at both Commonwealth and State levels, uneasily sharing policy, consultative, advisory, co-ordinating and operational responsibilities — has emerged in typically incrementalist fashion.

2. Advancing government policies on multicultural and migrant education is a complex and continuing task involving all sectors of education. This complexity compels a review of the existing institutional mechanisms that provide financial and professional support for multicultural education. The professional support that is required includes curriculum and materials development, teacher training, both pre-service and in-service, and research. This chapter will focus on the financial resources that presently flow to each of the bodies presently existing to channel support, then to:

- the Child Migrant Education Program
- the Adult Migrant Education Program
- the tertiary education sectors
- curriculum and materials development
- research

Financial Support

3. All education sectors and systems have multicultural programs. Many are conducted by public sector school systems, financed from the general funds available to State governments, and supplemented by Commonwealth educational grants and specific purpose grants. Programs are conducted also in the Catholic and other independent schools, financed in various ways but including significant contributions from State and Commonwealth governments. The tertiary education sector has given some attention to national goals in this area, particularly to the training of teachers of English as a second language in the teacher-training institutions.

4. In the main, such tertiary education programs are financed as part of the general funding of the post-secondary sector, with dominant financing provided by the Commonwealth government. Two Commonwealth ministries — Education, and Immigration and Ethnic Affairs — play the major roles in channelling support or supervising the conduct of programs. That of Education embracing associated agencies, is responsible for the transfer of funds while the Department of Immigration and Ethnic Affairs arranges for the conduct of adult migrant

education programs by agreement with State Education Departments and other institutions.

5. Of all sources of funds only those specific-purpose grants provided by the Commonwealth can be detailed with any degree of certainty, and are included in Table 8.1 (Appendix).

6. With the exception of grants to ethnic schools and community languages in the tertiary sector, this Review does not recommend additional financial expenditures for 1980/81, but does make many suggestions for change. However, it would appear these are capable of being accommodated by reallocations within the existing appropriations, provided the initiatives for change are supported.

COMMONWEALTH SUPPORT AGENCIES

7. A network of organisations and inter-organisational arrangements exists to help identify the need for specific kinds of support, to formulate support programs and to transmit support to the performance sectors. Additionally, a multiplicity of organisations actually deliver the multicultural education services. The general characteristics of the organisational arrangements have been shaped considerably by the constitutional and political facts of life of Australian society. Whether within government service or outside, these organisations possess varying degrees of autonomy and can thus exhibit strong sensitivities. There are differences between the States in the organisational arrangements adopted within the government sector and, as is to be expected, the highly autonomous institutions vary considerably in approach and practice. But also administrative characteristics, more products of chance, have led to organisational barriers to communication, to duality in organisational functions and to administrative machinery that might inhibit the pursuit of multicultural and migrant goals.

The Commonwealth Education Portfolio

8. The Commonwealth government has generally neither power, nor desire, to intrude on education matters internal to the States or other independent bodies. It does have a strong concern, however, for the quality of education offered all Australians and has expressed its commitment through the general recurrent and capital grants programs. These grants are made in accordance with the guidelines determined from time to time by the government and in the light of budgetary constraints. By making additional 'earmarked' grants on a recurrent basis, the Commonwealth has also encouraged the various systems or institutions to pursue programs for special school populations, as with migrant education, and is beginning the task of adding its stimulus to the development of multicultural education.

9. The Department of Education, the various statutory bodies associated with it, and advisory bodies all have an interest in multicultural education. In particular, the Department itself, its Education Planning Group and its Language Teaching Branch have been actively involved. Agencies closely associated with the Department include the Schools Commission, the Tertiary Education

Commission, the Curriculum Development Centre and the Education Research and Development Committee. The Commonwealth Education Portfolio Committee on Migrant and Multicultural Education established in February 1980 includes representatives from all interested branches within the Department and other associated agencies. The Committee's terms of reference are: to develop procedures aimed at ensuring effective co-ordination of Commonwealth programs for migrant and multicultural education — in particular assisting in the development of policy guidelines — and to provide an effective forum for communication and discussion of issues, policies and other matters relevant to Commonwealth responsibilities in multicultural education.

10. In addition, consultative and co-ordinating arrangements have been established by the Department and the associated bodies to ensure linkages with State and other systems and with the independent bodies.

The Department of Education

11. With respect to the Commonwealth government's role in educational matters, the Department of Education is responsible for policy and research activities; administration of schemes of financial assistance; advisory and executive activities in education in the Australian territories; and liaison with educational authorities and institutions within Australia and overseas. It exercises these responsibilities on a broad range of matters, but in the context of this Review those involving child migrant education and multicultural education are particularly relevant. Two principal groups within the Department contribute to these responsibilities: the Education Planning Group (EPG) and the Language Teaching Branch (LTB).

12. The Education Planning Group participates in the development and review of policies and provides research, analysis and advice for the Department as a whole. The Director of the EPG was Chairman of a Portfolio group which produced the Commonwealth Education Portfolio Discussion Paper on "Education in a Multicultural Australia" distributed in November, 1979.

13. The Language Teaching Branch exercises a number of departmental responsibilities relating to child migrant education. For some time it has been involved in the preparation, production and distribution of teaching and learning materials; it has been responsible for the administration of the growing contingency program for refugee children; it has organised national conferences and seminars; it provides advice and assistance in teacher development; it prepares and administers English language tests for overseas students on arrival, and produces the TEFL/TESL Newsletter; and it discharges the Department's responsibilities for the implementation of the seven Galbally recommendations that relate specifically to child migrant education and fall within the responsibility of the Department.

14. Prior to 1977, the LTB was responsible for the preparation, production and distribution of learning and teaching materials for both adult and child ESL programs. With the transfer of responsibility for adult migrant education to the Department of Immigration and Ethnic Affairs in December 1977, that Department has assumed primary responsibility for materials development in on-arrival adult migrant education programs.

15. Learning and Teaching Materials. The major materials produced by LTB include Learning English in Australia, English Development Materials and the history project Origins. (For expenditures in relation to the development of learning and teaching materials see Table 8.2, Appendix.) While earlier materials met with considerable criticism — largely due to their conventional nature, concentration on first phase learners and delayed production — the situation has improved, although the Branch still meets with some resistance largely owing to a centralist image. Expressing a related concern, the Schools Commission (1978) in its 1979-81 Triennium Report stated the need for policy review of materials production and endorsed the actions begun by the Curriculum Development Centre in encouraging initiatives from school and State-based curriculum sources.

16. The Contingency Programme for Refugee Children. Since 1975 the Commonwealth has provided separate supplementary support for on-arrival language and orientation classes for refugee children, which are given before these children move into ordinary schooling. Modest at first, the budget has grown to $3.2 million for the 1980-81 financial year (see Table 8.3, Appendix), reflecting the dramatic increase in the flow of refugees from Indo-China from early 1978. An intake of 5,500 refugee children is expected for the current financial year. The program is designed to facilitate their rapid integration into established on-going school migrant and other programs. Each course lasts 6 months and the funds, available to Government and non-government education authorities, are available on application through the States to the Commonwealth Education Department. Allocations are made through the LTB, according to guidelines devised by the LTB after consultations with the various school systems. Most funds provide salaries for specialist language teachers and bilingual teacher aides, although assistance is also available for other purposes such as support staff, in-service education activities, equipment and materials, excursion, vacation and transportation costs and demountable classroom accommodation.

17. Continuation of distinct administrative arrangements for the contingency program — that is, separate from the child migrant recurrent grants program administered through the Schools Commission — would appear to require critical evaluation. There is State feeling that unnecessary confusion is created by the division of labour between the Schools Commission program and the programs administered through the LTB. On the other hand, in contrast to their views about Schools Commission funding arrangements, the States expressed greater confidence with the contingency funding arrangements since appropriations are channelled through a separate Treasury account and, under review of the State Director of the Commonwealth Education Department, used for the specific program.

The Schools Commission and Child Migrant Education

18. In the mid 1960s a new Commonwealth role in education emerged, evidenced by the 1963 Science Laboratory and the 1968 Library Grants Schemes. In this context the Commonwealth introduced special assistance programs for disadvantaged groups, including Aboriginal and migrant children in 1969/70. The Child Migrant Program concentrated on English-language

teaching, and a 5 year program to cost $1.5 million was announced in April 1970. The Child Migrant Education Program (CMEP) was brought into existence in May 1971 under the Immigration (Education) Act of that year (this Act also empowered operations under the Adult Migrant Education Programme).

19. A responsibility of the Minister for Education, the program provided funds to the States for the salaries of teachers giving English-language instruction to migrant children in special withdrawal classes. Funds were also made available for rudimentary teacher training and the production of suitable English teaching and learning materials. While in-service training for teachers had commenced in this limited form, the low priority accorded to the recruitment, training and utilisation of teachers of English to child migrants by the State Departments reinforced the low-status and marginal positions for such teachers implicit in their lack of permanence and the lack of a career structure. It should also be noted that between 1973 and 1975 the Commonwealth provided funds for emergency portable classroom accommodation under the Capital Equipment Item of the Programme.

20. As Table 8.4 (Appendix) indicates, the child program generated considerable response. By 1974/1975 the funds expended under the program had grown to $13.1 million covering 85,689 children. The TESL component of the program was based on a withdrawal approach and very largely on the materials developed by the Commonwealth Education Department. The development and production of materials, however, took place in isolation from the classroom situation and were perceived increasingly as inappropriate and insensitive to changing needs.

21. A significant change occurred in January 1976. Approval was then given to a Schools Commission recommendation that the existing program be discontinued as such, and that funds for child migrant and multicultural education be provided to government and non-government schools from earmarked grants under new guidelines. (See Table 8.5, Appendix.) In substance, this change has meant that the States now receive block grants for programs designed to enable community languages to be developed and taught and for cultural diversity elements to be available to all school children as well as for funding the basic TESL activity.

22. Education authorities were also able to use funds provided under the general recurrent grants program for multicultural activities if they so desired (States Grants (Schools) Act 1976). Furthermore, it was assumed that a number of other earmarked grants, for example, the Disadvantaged Schools Programme, the Special Projects Programme and the Services and Development Programme for In-Service Education would also attract multicultural education submissions. It should be noted, however, that at least with respect to the Special Projects Programme, the Galbally Report estimated that only 8% of such programs had a multicultural element.

23. Despite the greater potential for financial flexibility in the "block grant" and the Commission's support for non-withdrawal TESL, the emphasis on community languages and the effort to disseminate a multicultural awareness throughout the curriculum, most funds have continued to be used for conventional withdrawal TESL teaching.

24. The Schools Commission was also given responsibility for the distribution of supplementary grants that the Galbally Committee recommended for ESL ($10 million) and multicultural education ($5 million) for the years 1979-81. As some disproportions had arisen between States and systems in the previous distribution of migrant education funds, the Commission has been allocating the new ESL money in ways consistent with its general concern to redress imbalances. Once allocated, however (within the guidelines provided by the Commission which include multicultural components) the grants are still distributed by the State education authorities. As noted in the section on State agencies, some question has been raised as to whether the intended flexibility of the the block grant arrangement designed to stimulate child migrant and multicultural education programs is in fact achieved. The grants made to State authorities, it has been suggested, may be pooled by State Treasuries, thus limiting the education authorities' capacity to utilise these funds fully and flexibly.

25. The Galbally Committee recognised that little progress has been made in disseminating an awareness of multiculturalism in general curriculum activities. Consequently, Galbally recommendation No.45 proposed a sum of $5 million specifically for this aspect of multicultural education over the 1979-81 period. The Report also proposed the establishment of an *ad hoc* Committee to advise on the allocation of these funds.

26. The recommendations of this *ad hoc* Committee on Multicultural Education (1979) were published in its Report — Education for a Multicultural Society — and were subsequently endorsed by the Commission and the Minister for Education. As indicated in Table 8.6 (Appendix), $500,000 was allocated in 1979 to emphasise the teaching of community languages in schools. The allocation of funds recommended for 1980 and 1981 aims at a continuance of the community language teaching program as well as the adaptation of curricula to multicultural needs and the support of advisory groups. It was also proposed that provision be made for the appointment of ethnic school liaison officers. The Committee shared a concern, expressed earlier by the Schools Commission, about the inadequacy of ESL teaching and learning materials.

27. The Committee consequently recommended substantial grants for 1980 and 1981 to the Curriculum Development Centre to develop appropriate multicultural programs ($100,000) and community language curriculum materials ($200,000). Recommendations were also made for research to be stimulated and $130,000 was recommended for allocation to the Education Research and Development Committee and an additional $250,000 for projects of national significance to be determined following the public invitation of proposals. These funding recommendations for 1980 and 1981 were also approved by the Commission and the Minister.

Curriculum Development Centre (CDC)

28. Established initially in June 1973 under the direction of an Interim Council, the CDC was transformed into a statutory authority by the Curriculum Development Centre Act in 1975. It is presently responsible to the Minister for Education. The Centre's functions embrace all activities associated with school curriculum development; it focuses particularly on the creation, development

and promotion of school curricula and educational materials. It has endeavoured to foster consultative and co-operative relations with other authorities, Commonwealth and State, public and private. The resources provided by these bodies supplement the CDC's growing federal budget (see Table 8.7, Appendix). To achieve its objectives the Centre has supported a wide range of activities in association with other educational authorities and bodies since 1973. These have included curriculum projects and activities at local regional and national levels, in many kinds of learning areas and in many ways, e.g. the construction of materials, teacher development workshops, committees of inquiry and investigation, national conferences and other meetings, position papers and reviews of educational needs, etc.

29. In November 1977, the CDC Council nominated Education for a Multicultural Society in Australia as a priority area for the 1979/80 to 1981/82 triennium. Exploratory activities and projects had examined educational requirements in the area under the 1977/78 budget. These included support of scholarly work, some support studies and language materials development in association with State Departments of Education; research reviews of overseas materials in multicultural education, and school based curriculum development grants. Furthermore in its 1979/81 Triennium Report the Schools Commission (1978) indicated the need for the CDC to develop initiatives in this area. Subsequently, the CDC was allocated substantial funds under Recommendation 45 of the Galbally Report to undertake work in two specific areas in 1980 and 1981. These were the development of curricula in community languages ($200,000) and curriculum development and materials acquisition in multicultural education ($100,000).

30. Other projects marginally related to this area include the following: the Social Education Materials Project, published in 1977, which sought to promote critical thinking and problem-solving capacities and incorporated a minor multicultural component; the Japanese language project, which was initiated by the former Asian Studies Co-ordinating Committee but incorporated into the CDC in 1975; and the Language Development Project (initiated by the National Committee on English Teaching), also incorporated into the CDC in 1978, a small component of which is to develop materials for ESL teaching.

31. Overall, CDC's output of materials in languages and in multicultural diversity has been small and mainly produced in conjunction with State systems. The CDC has minimised its involvement in the ESL area because of the role of the Language Teaching Branch, despite the Schools Commission 1979/81 hope that the CDC move into the area and co-ordinate its activities with the LTB (8.16). Nor has it pursued work in community languages or multicultural diversity to any great extent.

Tertiary Education Commission

32. The Tertiary Education Commission Act of 1977 established the Tertiary Education Commission, the Universities Council, the Advanced Education Council, and the Technical and Further Education Council.

33. The whole complex is known generally as the TEC, and acts as the principal adviser to the Commonwealth government on its role in post-secondary

education. This role is to fund the 19 universities and 70 Colleges of Advanced Education in Australia and to contribute to the financing of Technical and Further Education institutions (TAFE). It has been estimated that for 1979 the Commonwealth contribution to TAFE amounted to some 15% of operating costs and some 60% of capital costs. The TEC advises on grants made direct to individual universities and colleges, but with respect to TAFE institutes, grants are made to the appropriate State authority.

34. In recent years in the universities and Colleges of Advanced Education the rates of growth of student numbers have declined. The level of recurrent grants to these institutions has also stabilised, while capital funds in both sectors have declined substantially. In the TAFE sector, student enrolments have expanded significantly and in pursuit of its objectives the grants contributed by the Commonwealth for recurrent and capital expenditures have increased considerably.

35. The TEC is required to pursue two objectives: the balanced and co-ordinated development of the provision of tertiary education in Australia; and the diversifying of opportunities for tertiary education.

36. In pursuing those objectives the TEC is constrained by a number of limits to its role:

- It is an advisory body, not a policy-making body.
- The major area for advice is financial assistance to tertiary education.
- Apart from limited Commonwealth powers, education is the constitutional responsibility of States and the administration of educational services is in the hands of the States.
- The Universities formally and traditionally have high degrees of autonomy.
- In recent years each of the States has adopted co-ordinating arrangements for post-secondary education (that vary in their impacts on the autonomy of the tertiary institutions within each of the States) which the TEC is obliged to consult as appropriate.
- Since 1977 the Commonwealth Government has issued guidelines with respect to the level of Commonwealth expenditure on education within which the TEC must exercise its advisory functions.

37. As a consequence the TEC, in the main, responds to proposals initiated at the State or institutional levels. Further, the tertiary education institutions have compelling maintenance needs that, especially in a period of stable funding, leave very little financial scope to respond to new initiatives proposed by the institutions or those which the Commission itself might wish to sponsor. Consequently, the TEC sees itself as exercising its influence at the margin. However, "over a period of years this approach can bring about significant change in the total pattern of tertiary education" such that the Commission can be seen as exercising a "major influence over the development of tertiary education". In addition to such influence, the TEC has also been responsible for implementing specific government initiatives, some of which it has itself sponsored by adopting the recommendations of TEC-commissioned inquiries, such as that on Community Medicine sponsored by the earlier Universities Commission.

38. Thus, TEC's initiating role is severely constrained and this is reinforced by its own view that it should not intrude on the decision-making autonomy of the

State systems or institutions. In a response to an inquiry from this Institute, the TEC has re-confirmed the primacy of the autonomous systems and institutions in developing programs and courses, and in assessing and determining priorities for new developments and for the phasing in of new projects. In particular, the TEC has indicated its support for the 1975 statement on University Autonomy and Responsiveness made in the Sixth Report of the Australian Universities Commission.

39. Despite the constraints on its role, the fact remains that in pursuing its objectives, the TEC is obliged to measure against its own standards the proposals put to it and the proposals it may seek to sponsor. Thus, the resultant decisions are not simply the sum of the many individual proposals made by the independent institutions (as discounted to meet the Commonwealth government's guidelines). The Williams Committee, for example, came to this conclusion. "The effect of the arrangements for balanced development introduced after the Murray Committee reported in 1957 was that although the submissions of the universities played an important part in the formulation of the plans of the Universities Commission, once they were made and approved by the Government the universities had little opportunity to proceed with any of their own plans that were not consistent with the Commission's plans." (Williams Report 1979, 1, P.160).

40. The TEC (1979) has discussed the factors that enter into its judgements in a statement to the Public Accounts Committee. That statement indicates that the TEC makes trade-offs between the manifold objectives of tertiary education, the range of criteria that are used in making judgements and the kinds of data that inform these judgements. What is more elusive, however, is some indication of the weights that the various criteria attract from time to time in decision-making changes and the ways in which assessments are made in the trade-off calculations. Only the TEC knows the weightings attached to the several criteria which influence its judgements. This in particular applies to those relating to community benefit, community attitudes, the demands and preferences of students, predictions about the likely needs for particular kinds of manpower and about the accessibility of tertiary education to various socio-economic and cultural groups. These factors all bear heavily in the recommendations for the tertiary sectors made in this Review. Only the TEC has the capacity to judge where best these recommended programs may be mounted in terms of geographical, sectoral and institutional location.

41. This conclusion is reinforced by TEC's legislative obligation to look to the balanced development of tertiary education. The record of the Australian tertiary education system in supporting multicultural education has not been great. The existing situation has been described in Chapter 6. Some of the areas of neglect include the following. The Institute has been advised that no tertiary institution in the country specifically directs itself to the training of teachers to teach English as a second language to adult migrants, when, for several hundred thousand adult migrants, English language competence is at minimal levels. Specialist training for the teachers of English to migrant school children formally began some considerable time after the beginning of the post-war migrant boom and thousands of migrant school children have English language difficulties. The teaching of community languages and the training of language teachers has been generally neglected, even in the major languages of Greek and Italian. Tertiary institution offerings treat Australian cultural diversity only in fleeting ways.

42. A number of recommendations made in this Review relate to four main areas of tertiary sector activity that fall within the scope of the TEC's interest and responsibility.

43. Teacher Training. The Institute is aware that the Report of the National Inquiry into Teacher Education (Chairman: J.J. Auchmuty) is to be received and considered by the TEC shortly. It is reasonable to expect that the Auchmuty Report will attend to the problems associated with the teaching of migrant children and make proposals with respect to specialist and general teacher training needs in the field. The Institute is anxious to be informed of these recommendations as soon as possible and would wish to be consulted by the TEC before final decisions are taken about those aspects of the Auchmuty Report.

44. Community Languages. As outlined in Chapter 6 of this Report, the TEC's predecessor bodies recommended some action to stimulate the teaching of community languages within the universities. This Review recommends more extensive development. The earlier Universities Commission's acceptance of the stimulation of community languages as part of its responsibility together with the TEC's endorsement of that view clearly means that the required stimulation is now a matter which falls within the TEC's interpretation of its own role. Consequently it is proposed that the TEC consider these various recommendations directly.

45. The Multicultural Factor in General Courses of Education. Emphasising the multicultural factor in subjects or units that deal with Australian society — politics, sociology, history and culture — has its intrinsic merits and this has been discussed and action recommended in Chapter 6. But the need also rests heavily on the seed corn role that the tertiary sector plays in teaching in the primary and secondary schools.

46. Research. Multicultural education needs two kinds of research. The first is educational research and proposals are made as to the fields to be encouraged by ERDC. The other is that directed towards the nature of multiculturalism in Australia. Research of this second kind will provide understanding and knowledge of Australian society, which are valuable for their own sakes. But it will also provide information and the materials for incorporation in multicultural components in general teaching in primary, secondary and tertiary sectors. Expanded research programs, then, are justifiable intrinsically and because of the link with teaching. The attention of appropriate funding bodies will be drawn to this need.

47. However, the Institute has noted that in recommendation 9 of the ASTEC Report (1979), The Direct Funding of Basic Research (which embraced the social sciences and the humanities, as well as the natural sciences), the implementation of the earlier Universities Commission proposal for the encouragement of Centres of Concentration was recommended. *This Review now recommends that research in multiculturalism is a suitable field for which the encouragement of concentration is appropriate and will have additional and very positive consequences for teaching and in satisfying national objectives. It is further recommended that the TEC consult with the Institute in determining suitable Centres of Concentration.*

48. Finally, for three reasons:

- as multiculturalism and multicultural education are likely to be of increasing importance to the TEC,
- as the Institute is required under its legislation to be concerned with multicultural education matters and to conduct and sponsor research in multicultural affairs,
- because both bodies will be interested in each of these developments,

it is also recommended that the TEC and the Institute establish close working relations with respect to these matters.

49. Furthermore, it is recommended that in considering relevant questions arising in submissions to the TEC, the Institute be consulted by the TEC before final decisions are made.

Education Research and Development Committee

50. The ERDC was established under the Education Research Act in 1970 to advise the Commonwealth Minister of Education on research priorities and to make recommendations on the financial support of research and other proposals. Such proposals may include education research projects, the review, collation and dissemination of information about completed research and research in progress, and measures for the training of research personnel. During 1976 the ERDC sought the views of a number of groups on gaps in knowledge needed for educational planning. Following these discussions, four priority areas were established, one of which was multicultural education, and a Priority Area Advisory Group (PAAG) was established 1976. After reviewing both the area and the concept, the Multicultural Education Advisory Group, seeking to devise a coherent research program, agreed on three priority research themes — equality of school experience, identity and school-family-community relations. It also identified five types of research suitable to the area: gathering of new data; basic research to clarify concepts; case studies of specific schools and individuals; research studies comparing techniques or methods; and analysis and dissemination of existing research findings.

51. Funding in this area has been modest. A series of projects, both commissioned and researcher initiated, have been supported, although clearly the momentum in this area has at best stabilized.

52. The ERDC in general and the Multicultural Education Advisory Group in particular have endeavoured to maintain contacts, liaison and co-operation with a variety of other research and operating bodies interested in analysis and evaluation in this area. Consequently a variety of relations have been established with such bodies as the Schools Commission ($100,000 being allocated to ERDC for Multicultural research in 1980/81 under Galbally Recommendation 45), the CDC, the research branches of the Commonwealth and State Education Departments, the Ethnic Affairs Council, the Australian Research Grants Committee, and the Evaluative Studies Steering Committee of the TEC. The ERDC also advises the Australian Education Council especially in relation to the activities of the Australian Council for Education Research.

53. Clearly, a number of research and operating bodies have interests in investigating and evaluating the various dimensions of education in a

multicultural society. For none of these bodies has that focus been a sole or even primary one, so it is not surprising that the various initiatives over the last few years appear to have dissipated. The research and development efforts actually undertaken have been fragmented. Further progress in this area, and importantly in explorations of the broader dimensions of multiculturalism, require a more coherent organisational thrust. To provide this is a particular responsibility of the Institute, as provided in its enabling legislation. Consequently, it is proposed that ERDC and the Institute expand the relations already established.

The Ministry For Immigration And Ethnic Affairs

54. The Ministry for Immigration and Ethnic Affairs has a wide range of functional responsibilities, agencies and advisory bodies. The principal agency is the Department of Immigration and Ethnic Affairs established in 1975 but with an organisational history, insofar as the control of immigration is concerned dating from Federation. The role of the Department is to provide "policy advice on immigration, entry control, citizenship, ethnic affairs and related matters. It implements Government policies and administers legislation in these fields and plans, develops and co-ordinates migrant settlement and welfare programs".

55. The Divisions of the Department have a number of branches whose responsibilities bear on multicultural education, but in particular these interests and responsibilities are maintained by the Education Branch, whose activities are described in more detail below.

56. Associated with the Department, as parts of the Ministry, are a number of bodies with advisory and/or operational responsibilities. These include:

- The Australian Ethnic Affairs Council, which advises the Minister on matters relating to the integration of migrants into the Australian community.
- The Australian Population and Immigration Council, which advises on a range of matters in relation to monitoring and conducting research into population and migration movements.
- The Australian Refugee Advisory Council, which advises the Minister on the reception and resettlement procedures as well as on matters relating to community understanding and tolerance of refugees.
- The Committee on Overseas Professional Qualifications, which evaluates overseas professional, sub-professional and general academic qualifications and advises appropriate authorities accordingly.
- The Galbally Implementation Task Force which monitors the progress on the implementation of recommendations of the Galbally Report.
- The Australian Institute for Multicultural Affairs, which has a major role in advising the Commonwealth Government of the means of achieving an awareness throughout Australia of the multicultural nature of its society, and the promotion of tolerance and cohesiveness.

57. Particular mention should be made of the interest in education expressed by the Australian Ethnic Affairs Council since its inception. Among the first Committees of Council established was the Committee on Multicultural Education, which has interacted with numerous committees of inquiry and formulated specific policy advice for the Minister to transmit to appropriate bodies, particularly those dealing with the training of English-language teachers

and the multicultural components of teaching in tertiary institutes about Australian society.

58. The Galbally Implementation Task Force contains representatives from the wide range of Departments interested in the implementation of the recommendations made in the Galbally Report (1978). The Implementation Task Force is chaired and serviced by officers of the Department of Immigration and Ethnic Affairs. Twelve Commonwealth departments or agencies are represented, the core group being the Departments of Prime Minister and Cabinet, Finance, Employment and Youth Affairs, Education, Home Affairs, Immigration and Ethnic Affairs and the Public Service Board. Other concerned Departments participate from time to time.

The Department of Immigration and Ethnic Affairs

59. The Adult Migrant Education Program is a national program administered through the Education Branch of the Department. From its inception in 1947 until 1951, the various programs offered — including continuation classes, shipboard and pre-embarkation programs and radio and correspondence courses — were administered directly by the Commonwealth. In 1951, following an agreement between the Commonwealth and the States, the conduct and detailed administration of migrant teaching activities passed to the State Education Departments. The Commonwealth retained control over the nature and extent of instruction, reimbursed the States for all administrative and construction costs incurred, provided text books, teaching materials and advisory services and also provided for the training of teachers as required by the States. The program was limited basically to part-time and mainly evening courses until 1969, when full-time intensive courses began. In 1973 full-time accelerated courses were introduced.

60. The statutory basis of the migrant education program, both adult and child, is contained in the Immigration (Education) Act 1971. The program was initially entrusted to the Department of Immigration, but it has had a number of inter-departmental shifts. In June, 1974 it was transferred to the newly created Department of Labour and Immigration; in April 1975 it became part of the new Migrant Education Branch of the Department of Education which became responsible for policy development, administration and funding of the programs. In December, 1977, responsibility for the Adult Migrant Education Program was transferred yet again — back to the Minister of Immigration and Ethnic Affairs. Consequently, the additionally funded adult on-arrival program for refugees, which commenced in November 1977, was located in this newly reconstructed and re-transferred Branch. The role of the Branch was further enhanced by the acceptance of the Galbally recommendations for newly-arrived refugees, particularly the recommendation for an initial program supporting an initial settlement.

61. The Adult Migrant Education Program therefore consists of this new on-arrival program, the pre-existing 'on-going program' together with other elements such as Courses in Industry, the Home Tutor Scheme and Migrant Education Television. Total enrolments in the program have grown from 28,000 in 1952, to 59,000 in 1971-72, to more than 112,000 in 1979-80. As Table 8.8 shows, expenditure, small in the early years of the program (less than $2 million in 1970-

71, $5.9 million in 1974-1975) has grown rapidly in the last 3 years to the 1980-81 level of $28 million.

62. The actual conduct of the two major 'on-arrival' and the 'on-going' components is in the hands of a number of State-organised Adult Migrant Education Services, usually located within the Education Departments. Some components of the program are also conducted by particular tertiary institutions or other bodies with whom the Department of Immigration and Ethnic Affairs has made an appropriate arrangement. Such arrangements provide that agreed English language courses will be conducted consistent with Commonwealth policy and that the Commonwealth will pay for such services on a reimbursement basis. The Commonwealth may also contribute to the cost of accommodation and to the development of appropriate teaching and learning materials.

63. The Education Branch of the Department, which carries responsibility for the program, has begun extensive reviews of program operations. The first major initial review and reconstruction has been that conducted in relation to the on-arrival program. Significant changes have been introduced taking into account the advice of the Joint Commonwealth-States Committee on the Adult Migrant Education Programme. Plans for the Department to review and evaluate the various on-going programs are being made but priority was given to the on-arrival review.

64. Barriers to the most effective utilisation of available resources are seen to arise where two or more organisations and/or branches of organisations are involved in the administration of the programs. These co-ordinating problems can be particularly difficult. There are a number of examples:

- Basic level communications do not always flow quickly and clearly between those who arrange for the transport and reception of migrants (especially refugees) and those who have the responsibility for providing the full-time on-arrival courses at the various Education Centres. (A similar communications problem has also been reported with respect to the Child Refugee Program.)
- The development stages of the basic curriculum/material components of each of the different aspects of the on-arrival course have been out of phase with one another.
- The time-tabling, procedural and accounting requirements of the Commonwealth are not always compatible with State employment policies and practice. The States perceive the programs as temporary and make their administrative arrangements accordingly. There is a consequent impact on program effectiveness because few teachers have a continuing connection with the program and thus are unable to develop the skills that longer-term training and experience brings. High turnover among casually employed, part-time and/or temporary teaching staff means considerable difficulty is experienced in arranging effective training programs.
- Information needs cannot always be satisfied. Many kinds of information important to policy and program evaluation and assessment are not always, if ever, known with any certainty let alone precision — for example, the numbers of teachers involved in the conduct of the programs, the qualifications of teachers, firm data on completion rates and causes of drop-out.

65. Other problems of an administrative and operational kind are:

- It would appear that teacher training methods are inadequate and these inadequacies are aggravated by the high turnover rates and the casual nature of much of the employment of teachers in the Adult Migrant Education Services of the States.
- Inadequate library and other material resource facilities at the various Centres pose serious problems for migrant students who need access to the kinds of material that will reinforce the learning gained through the program.
- There appear to be some difficulties in gaining a knowledge of the rates of transition from on-arrival programs to on-going programs. The administrative arrangements to ensure effective and quick transition need review.
- The professional advisory and consultancy support services to teachers are inadequate.
- The establishment of Information Clearing Houses facilities is a primary need (as it is in the Child Migrant Education Program).

STATE GOVERNMENT ORGANISATIONS

66. In each of the States and Territories the conduct of multicultural and migrant education programs falls to the relevant education authorities. At the school level this is most often a Department of Education. In the post-secondary sectors a separate Department may be responsible for the Technical and Further Education sector. With respect to the Iviversities and colleges of advanced education (including teacher training institutions) each of the States has now established a body to co-ordinate activities although the impact on the autonomy of the various institutions varies from State to State and may within a State vary between the universities and other instititions.

67. For primary and secondary education, the States have usually created a separate branch or centre within the Department of Education with a special responsibility for multicultural and migrant education. The variously titled branches are often closely associated with the conduct of adult migrant education programs under arrangement with the Commonwealth Department of Immigration and Ethnic Affairs; occasionally the adult programs may be managed by a separate Department of Further Education.

68. Each state, too, has created a state multicultural advisory/ co-ordinating committee to advise on the branch programs being pursued by the Department and on the disposition of funds made available through the Schools Commission and earmarked for multicultural education especially with respect to 20% of the allocations for the Small Grants Schemes made available for multicultural education following the Galbally Report. In some cases these Committees may also carry some executive responsibilities. The Committees are an important means of linking the Branch with members of other school systems, of the academic community, of ethnic communities and State government authorities concerned with immigration or ethnic affairs.

69. State Departments, of course, maintain a wide range of general facilities that are utilised in migrant and multicultural education — for example, resource centres, curriculum centres, planning branches and so on. The mode of operation of the multicultural branches, the services provided and their interactions with schools in the general education system in the State is outlined in Chapter 4.

70. The State education authorities, and indeed educational institutions within the States, are represented on many of the advisory or co-ordinating committees established to provide inputs into Commonwealth programs. More recently, the Australian Education Council was established on a more formal basis (and with full-time secretariat services) than the earlier meetings of State and Commonwealth Ministers. The Australian Education Council is now one of the principal means for the co-ordination of State and Commonwealth activities in education, and multicultural education is an important agenda item.

Comments by State Authorities

71. The preparation of this Review has benefited considerably from the contributions and the co-operation of State education authorities. In reviewing their own operations, the authorities reached many conclusions that bear heavily on the roles and activities of the support bodies discussed in this chapter. The following comments are typical of those made to the Institute and are relevant to both organisational relations and the substance of support programs.

Commonwealth State Communications. "Decisions concerning the admission of migrants and refugees into ... are made by the Commonwealth Government and there is often inadequate notice given of the arrival of groups, particularly refugees."

Lack of Effective Control of Funds. "In (State) all Schools Commission funds are paid into State Treasury and, at the time that the Education Department's budget is prepared, the anticipated grant is taken into consideration and a number of teacher salaries is requested for Multicultural Education staffing.

This number is then included in the Department's total teacher headcount.

Once established this staff ceiling is absolute and no injection of additional funds even from Commonwealth sources can be used to employ extra teachers, except at the expense of teachers in any other areas.

Since Schools Commission funding is granted on a calendar year basis and the state budget estimated for a financial year it is not uncommon for the State to be notified about increased funding after its budget and staff ceiling have been irrevocably set.

The only way then that the State can acquit the Schools Commission funds is by debiting existing State funded salaries (e.g. Language Teachers) against the Schools Commission funds. This means that the State saves money but still cannot employ extra teachers and no positive benefit is reaped.

A stipulation by the Schools Commission that grants be administered separately from State money would help to ensure that the money is used for the purposes for which it was intended."

Administrative Suggestions. "That the Australian Government stipulate emphatically that Commonwealth funds allocated for the purpose of supporting migrant and multicultural education be regarded as additional to the States' budgets for education (and) that accountability for use of that money be quite separate from State funding."

"The complexity of funding arrangements is such that the Commonwealth funds which are most clearly identifiable as Child Migrant Education funding are those provided under the Refugee Contingency Fund."

The Training of Teachers. "The apathy of some teacher-training institutions and their relatively recent interest in this field mean that there is a shortage of qualified teachers with formal training in ESL."

"Many teachers who have completed ESL courses complain that the courses have not equipped them to deal with the classroom situation which they face."

"Teachers continue to be inadequately prepared by their pre-service training to cope with the complexities of the classroom situation."

"Teacher training institutions are not providing all teachers with adequate preparation for teaching in the multicultural society. This applies to all teachers and all subject areas."

"The subject area which is in greatest need of specialist teachers, advisory staff and curriculum writers is the Community Language area. It is obvious that with the number of children currently studying languages the need will increase as the system progresses towards its aim to make bilinguality a possibility for all children."

"Teacher training institutions are not providing sufficient training courses for teachers of community languages..."

"Teachers of community languages should be qualified, registered teachers who have specialist knowledge of current theories in language acquisition and development, current approaches to curriculum design and evaluation and materials development. At present teacher-training institutions do not provide adequate opportunities for teachers to train in this area."

"Since there is a shortage of trained teachers in Community Languages, continuity of programs is difficult. Many principals are unwilling to introduce community language programs unless they can be reasonably certain that a replacement teacher would be available if necessary. For many languages spoken ... this is not possible."

"All subject areas require teachers who have had pre-service training which equips them to deal with the multicultural nature of society, and this applies across the curriculum."

Curriculum Development and Materials Availability and Development. "Very few advisory teachers in Multicultural Education have formal qualifications in curriculum design and implementation and of the advisory teachers in other areas who have this expertise, few consider themselves equipped to advise in this area of curriculum modification."

"There is a lack of adequate resource materials appropriate for use in the Australian setting."

"There is a serious shortage of materials appropriate for the teaching of community languages which are:
- consistent with current theories on language learning and teaching
- appropriate to the Australian context."

"There is a serious shortage of curriculum materials with a multicultural emphasis in all subjects across the curriculum."

Research in Education. "There is a lack of research into the field of ESL teaching/learning and the little research which is available is often not of direct assistance to teachers."

"There is a lack of research into classroom interaction patterns, cultural learning styles, teacher language, text-book language, etc."

"There is a lack of appropriate evaluation instruments for use by teachers."

"There is a lack of research into the needs of particular groups of learners: eg "second-phase" learners; students who have suffered from disruption to their schooling in their country of origin; students who are not literate in their mother tongue; students who have significant educational experience in the country of origin who aspire to tertiary study in Australia. In many cases English for Special Purposes courses must be established and developed for these students."

Indications for Policy and Program Development by Support Bodies

72. Questions raised by the comments cited above go directly to the support role of various Commonwealth bodies. Clearly, however, many difficulties are encountered at the State level that arise directly from the employment policies and practices adopted by the State, the administrative and procedural arrangements that are products of State requirements, and so on. It is not the intention of this Review to adopt recommendations that counter the intentional impact of State decisions. However, there appear to be some consequences that unintentionally bear heavily and disproportionately on the multicultural components of the State educational systems. For example:

"The current system of deployment provides security for the teachers but it is difficult to redeploy during the course of the year to meet emergency situations."

"There are insufficient emergency teachers with ESL training who can be deployed to meet short-term needs."

"In some schools decisions have been made to use specialist ESL teachers as classroom teachers. While this results in a lower teacher-pupil ratio and may, therefore, be said to be to the advantage of the students, it may also operate at the expense of the non-English speaking students who need specialist assistance."

"The opportunities for teachers to receive specialist training after their initial teacher-training are limited since the need to adequately staff schools has a higher priority than study leave."

"There is insufficient provision for older adolescents and young adults whose needs must be met if they are to function fully as members of society.

"It is important to note that there has been a 40% cut in funding available for in-service education for the 1980 school year. This reduction applies to all in-service activities, but in view of the increased awareness of the need for an expansion of in-service activities in education for a multicultural society the reduction is particularly serious in this area."

"Over and above its basic staffing formula each school has the right to negotiate with the staffing officers of the appropriate Regional Office for extra teachers to support any special programs the school may have initiated. At this stage, nearly all language teachers come within this category. If staffing cuts

occur, and it seems likely that they will, the negotiable area of schools' staff is the most logical one to be cut and consequently all of the established language programs will cease. One of the greatest difficulties in maintaining community language programs is that the schools of high ethnic enrolment where community languages programs were first established are predominantly in the area where enrolments in all schools are steadily falling. Staff displacement then becomes a real problem and maintenance of language teaching staff an even greater difficulty."

73. In back-up discussions and consultations about the State reports held with senior administrators of relevant State Education Departments, it was clear that senior State Department officers were frequently impatient about the complexity of Commonwealth support arrangements in the primary and secondary fields. In those States that had established a branch or a unit to deal with both child and adult migrant education, the impatience and confusion were aggravated by the need to co-ordinate with another Commonwealth body. Strong views were expressed on the need to rationalise communications and liaison. There is clearly a need for Commonwealth support bodies to take these various comments into account in their formulation of support programs.

ADVISORY MECHANISMS

74. Many of the agencies discussed in this chapter are themselves primarily advisory bodies, created specifically for the purpose of advising the government on programs to be pursued within their particular spheres of operation. Although they may also be involved in consequential administrative actions, the Schools Commission and the Tertiary Education Commission, for example, are primarily advisory bodies of this kind. Departments of State, of course, are traditionally the principal sources of advice to Ministers although the weight of activity in many departments is on their administrative and operational responsibilities. The Departments of Education and Immigration and Ethnic Affairs are clearly policy advisory bodies of considerable importance.

75. The advisory bodies themselves frequently need to be advised when a matter falls outside their immediate area of expertise; when there is a need to gain access to divergent views; when the views and opinions of particularly affected community or other groups are difficult to ascertain; when they need to gain a longer-term or more detached view. Many techniques have been utilised to gain such additional inputs to the advisory process: *ad hoc* committees, standing committees on particular aspects of a policy area, the engagement of consultants, mounting a research study or commissioning a special inquiry. Many of these techniques also serve additional purposes, for example, they may also facilitate the processes of co-ordination or may satisfy an important need for community participation by and consultation with the affected parties.

76. Thus, the Education Branch of the Department of Immigration and Ethnic Affairs receives important inputs from the continuing Joint Commonwealth-States Committee on the Adult Migrant Education Program. This Committee satisfies a number of purposes. It clearly enables the Branch to elicit advice on professional education matters. It facilitates the process of co-ordination between Commonwealth and State operations. It is a means of securing contributions from teachers involved in the actual conduct of the program, and

by that process serves an additional aim of creating a favourable climate for the introduction of those changes to the program that the Department finally considers to be necessary.

77. The Minister for Immigration and Ethnic Affairs receives advice from the Ethnic Affairs Council through its Multicultural Education Committee, on all the educational aspects of its responsibilities for the integration of migrants. The Council has recently presented the Committee's Report, Perspectives on Multicultural Education (December 1979) to the Minister. Agencies within the Education portfolio have utilised a number of committees. With respect to the multicultural aspect, reliance has been mainly on the *ad hoc* committee. For example, the Schools Commission utilised the *ad hoc* Committee on Multicultural Education and is currently receiving advice from the Commonwealth-State Working Party on Information Needs Relating to Migrant Education. It is understood that the Commission also arranges for meetings from time to time of an informal group of Chairmen of the various State Advisory Committees on Multicultural Education. The Curriculum Development Centre, another agency within the Education portfolio, has on occasion consulted with a panel.

78. Apart from its participation in the general co-ordinating discussions within the Commonwealth Education portfolio, the Tertiary Education Commission does not appear to have access to its own source of advice on multicultural education matters.

79. Despite this multiplicity of advisory mechanisms and the networks of advisers, the advisory process contains no body with an overall responsibility for formulating advice on the needs of multicultural education across the educational spectrum — Government and non-government, primary, secondary and tertiary.

DISCUSSION AND CONCLUSIONS

80. The dominant conclusion emerging from this Review of agencies and programs in the multicultural education area is that activity, effort and commitment of resources is severely circumscribed, by the lack of any sustained organisational focus or coherence. The difficulties arise because the various aspects of multicultural education are separated from one another. The continuing pursuit of the government's objectives suggests that advances need to be made in all these aspects in a well-phased and co-ordinated way. There is little point when embarking on a program to introduce cultural diversity into general studies programs in schools, for example, in concentrating on teacher training and teacher attitudes when curriculum and materials development has not proceeded concurrently. Nor does there seem point in the central development of curriculum and materials, remote from the individual teachers. Nor, against the background of our present limited knowledge about Australian cultural diversity, should materials development proceed without close association with research into Australian multiculturalism.

81. The most significant facts that we know about cultural diversity in Australia is that Australia is culturally diverse, that migrants continue to face a range of social and economic disabilities because of inadequate access to the English language and that most Australians of any one cultural background have only minimal understanding of the other cultures present in this country. While

that knowledge is a sufficient and an acceptable base from which to develop present government policies, the consequential administration of programs has been at a macro-level. The block grant symbolises our lack of knowledge about the particular needs of cultural diversity that can only be satisfied on the basis of knowledge and policies at the local level. We know so little, for example, about the effectiveness of our English-language programs because there is a lack of Australian evaluative studies. Thus little knowledge is available in the policy-making centres, both State and Commonwealth, of the particular teaching and learning problems that arise with particular student groups — knowledge that can feed back to those policy centres to influence support programs for teacher training, research and materials development.

82. Much of that knowledge must be gained through research. But there is also need for information that should be much closer to hand. The fragmented pattern of organisation may be hampering the pursuit of goals because the information base for many current programs is flimsy or even missing. There is a need for better monitoring of program implementation, more knowledge about the actual utilisation of funds in several programs and a thorough evaluation of program effectiveness. The information that is available is mostly in terms of broad categories and not at all useful for the construction of policies that can be directed towards solutions to problems of particular need.

83. The support programs for child migrant education and multicultural education in the schools are of a large scale (more than $32m in this current financial year). The Schools Commission, the Language Teaching Branch of the Department of Education, and the Curriculum Development Centre are all directly involved. So far, the overwhelming emphasis has been on the teaching of English. This emphasis is justifiable by reference to the needs that exist and are apparent. There is considerably less certainty about the success which the programs have had. Although the major program developments have occurred in recent years a clearly defined support program began in 1970/71. There is no evidence that over this period of time, the program has achieved any high degree of success or effectiveness as measured by evaluation studies, nor is there any evidence of consistent attempts to evaluate the programs and improve evaluation techniques. Moreover, prior to the Galbally Report the admittedly minor efforts to encourage advances in the community languages and cultural diversity elements of the multicultural curriculum brought little response.

84. One of the most frustrating difficulties confronting the schools — confronting the actual teachers of migrant children or of the multicultural components of general education is the absence of suitable materials and, especially, suitable Australian materials. However, relatively minor amounts of money have been recommended and appropriated for the development of curricula and materials. This lack of enthusiasm is aggravated when the guiding philosophies of curriculum development are resistant, almost to the point of rejection, of the general thrust of multiculturalism. In the event, however, the results themselves have been few and have had no great impact at the school level, as is reported by State authorities. It appears that the actual performance of the substantive tasks involved in curriculum and materials development should more appropriately be contracted to the States or other suitable bodies.

85. Despite the scale of the resources allocated, there is no great organisational thrust behind the Child Migrant Education Program. Three

separate organisations share the responsibilities. Each of the bodies gives to multicultural education only a small part of the energies which it devotes to its major purposes and pre-occupations which lie elsewhere. The major resource that is missing is a sustained and cohesive organisational effort to achieve the objectives. Because of the present division of responsibilities and efforts between different bodies, impetus and thrust are attenuated.

86. Co-ordinating arrangements exist within the Education portfolio which link the three bodies together. Arrangements also exist to connect this co-ordinated complex with State and other authorities and advisory committees as a way of receiving external inputs. But a co-ordinating group that comes together three or four times each year to co-ordinate an activity which is, of necessity, a minor focus of the attentions of each of the represented agencies, is no substitute for the dynamic organisational thrust required to achieve the objectives of the Government for multicultural education at the school level. Nor does the advisory system add coherence. It too is piecemeal and fragmented.

APPENDIX

Table 8.1: Commonwealth Government Expenditure on Migrant and Multicultural Education

Program	Expenditure 1979/80	Appropriation 1980/81
ADULT MIGRANT AND REFUGEE PROGRAM	($m)	($m)
• On Arrival Initial Settlement	8.3	11.5
• On-Going Programme	13.3	14.7
• Special Projects and Support Services	1.7	1.8
	23.3	28.0
CHILD MIGRANT AND REFUGEE EDUCATION (DE)		
• Refugee Children of School Age and Conferences and Seminars	2.7	3.2
• Language Teaching Materials	0.7	0.7
• Special Courses, Migrant Language and Culture	0.1	0.1
• Education for a Multicultural Society (CDC)	–	0.2
• Research (ERDC: Galbally Allocation)	–	0.1
	3.5	4.3
	(Allocation)	(Allocation)
MIGRANT AND MULTICULTURAL EDUCATION (SC)	1980	1981
• Government Schools	21.9	25.7
• Non-Government Schools	8.9	10.6
• Joint Projects	1.4	3.1
	32.2	39.4

Source: Appropriation Bill No.1, 1980/81

Abbreviations:
DIEA Department of Immigration & Ethnic Affairs
DE Department of Education
CDC Curriculum Development Centre
ERDC Education Research & Development Committee
SC Schools Commission

Table 8.2: Language Teaching Materials Expenditure
Commonwealth Department of Education

	Expenditure
1976/77	n/a
1977/78	$405,473
1978/79	718,043
1979/80	679,985
1980/81	730,000

Source: Appropriation Bills No. 2, 1978/79 – 1980/81

Table 8.3: Child Migrant and Refugee Education –
Associated Services 1975/76-1980/81

Year	Special Services for Newly Arrived Migrants	Conferences & Seminars	Total
1975/76	104,391	4,638	109,029
1976/77	93,840	9,240	103,080
1977/78	270,955	7,921	278,876
1978/79	1,739,780	7,426	1,747,206
1979/80	2,658,410	947	2,659,357
1980/81	3,229,000	10,000	3,239,000

Source: Appropriation Bills No. 2, 1975/77 – 1980/81

Table 8.4: Child Migrant Education Program, Australia, 1970-75

Year	Special No.	Teachers FTE	No of Children in Special Classes	No of Schools Qualifying for Assistance	Expenditure ($'m)
June 1970 quarter	246	164	8,800	199	0.1
1970-71	546	408	21,000	440	1.8
1971-72	929	774	34,800	663	3.3
1972-73	1,136	967	43,300	828	5.1
1973-74	1,508	1,308	57,746	1,013	8.3
1974-75	2,095	1,891	85,689	1,252	13.1
Sept/Dec quarter 1975	2,291	1,970	90,810	1,407	10.4

Source: Australian Department of Education, Migrant Education Program

Table 8.5: School Commission Program, 1975-80
Migrant and Multicultural Education ($'000)

	Migrant Education		Multicultural Education	Total
	Govt Schools	Non-Govt Schools		
1976	19,957	7,420	–	27,377
1977	20,103	7,524	–	27,627
1978	19,820	7,800	–	27,620
1979	20,508	8,164	527	29,199
1980	21,927	8,853	1,381	32,161

Note: Estimated December 1978 price levels
Source: Schools Commission, Report for 1980

Table 8.6: Multicultural Education: Financial Allocation 1979-1981 ($'000)

Schools Commission Multicultural Education Program	1979	1980 (1)	1980 (2)	1980 (3)	1980 Total	1981 (1)	1981 (2)	1981 (3)	1981 Total
New South Wales		288	72	40	400	676	169	40	885
Victoria		232	58	40	330	544	136	40	720
Queensland		120	30	20	170	288	72	20	380
South Australia		76	19	20	115	180	45	20	245
Western Australia		72	18	20	110	164	41	20	225
Tasmania		24	6	10	40	56	14	10	80
ACT		12	3	10	25	28	7	10	45
Northern Territory		8	2	10	20	16	4	10	30
SUB-TOTAL	500	832	208	170	1210	1952	488	170	2610
Schools Commission Special Projects Program									
Projects of National Significance					100				150
SUB TOTAL					100				150
Curriculum Development Centre									
Community Languages					100				100
Materials Acquisition Guides					40				60
SUB TOTAL					140				160
Education Research and Development Committee									
Research					50				80
SUB TOTAL					50				80
GRAND TOTAL	500				1500				3000

Note: (1) General
(2) Small Grants
(3) Ethnic Schools Liaison

Source: Committee on Multicultural Education, Education for a Multicultural Society, pp.64-65

Table 8.7: Curriculum Development Centre Program, 1979-82

Program	1979-1980 ($'000)	1980-1981 ($'000)	1981-1982 ($'000)
Education for a Multicultural Society:			
Materials Guides	28	56	56
Community Languages	66	168	99
Project Management	4	6	5
	98*	230*	160
Other Programmes	2,864	2,934	3,040
Gross Expenditure	2,962	3,164	3,200
Less expenditure from receipts and cash in hand	604	464	500
NET EXPENDITURE	2,356	2,700	2,700

Note: Actual expenditure for 1979/80 was $32,100, and proposed expenditure for 1980/81 is $182,000.

Source: Curriculum Development Centre, Triennial Program, 1979/80 – 1981/82

Table 8.8: Adult Migrant Education Program (AMEP) 1969/70-1980/81

Year	Total Enrolment in AMEP	Enrolment in "On-arrival"	Expenditure
1969/70	–	–	1,204,799
1970/71	–	–	1,955,414
1971/72	–	–	2,973,941
1972/73	–	–	3,001,800
1973/74	–	–	4,201,082
1974/75	–	–	5,881,146
1975/76	81,859	–	8,094,295
1976/77	97,004	–	8,821,175
1977/78	105,035	3,000	12,420,249
1978/79	112,340	8,500	18,095,518
1979/80	112,340	11,750	23,342,348
1980/81	112,340	15,000	28,020,000

Source: Department of Immigration and Ethnic Affairs Publications and Annual Reports, and advice from DIEA.

9 Abbreviations

ABS	Australian Bureau of Statistics
AMES	(State) Adult Migrant Education Services
ASTEC	Australian Science and Technology Council
B.Ed	Bachelor of Education
CAE	College of Advanced Education
DIEA	Department of Immigration and Ethnic Affairs
Dip.Ed	Diploma of Education
Dip.Teach	Diploma of Teaching
ESAs	Ethnic School Authorities
ESL	English as a Second Language
HSC	Higher School Certificate
ICE	Institute of Catholic Education
SCV	State College of Victoria
TAFE	Technical and Further Education
TEC	Tertiary Education Commission
TEFL	Teaching English as a foreign language
TESL	Teaching English as a second language
YSTW	"You Say the Word" television program

10 Notes

Chapter 3: Multicultural Education: Community Views

1. See also: Queensland, Department of Education (1979);
   Shears, L. W. (1979);
   Western Australia, Department of Education (1977);
   Bedford, E.L. (November 1979);
   Tasmania, Department of Education (1979);
   Schools Commission (1979).
2. See also: Victorian Teachers' Union (1979);
   State School Teachers' Union of Western Australia (1979);
   Australian Council of State School Organisations (1979);
3. See also: Button, J. (April 1980), 7-9;
   Schools Commission (February 1979), 48.
4. See, for example:
   Bedford, E.L. (November 1979), 2;
   Victorian Teachers' Union (1979), 148.
5. From the Report of the Committee on the Teaching of Migrant Languages in Schools, as quoted in New South Wales Ethnic Affairs Commission (1978).
6. See Also: Technical Teachers' Association of Victoria (1979);
   Australian Council of State School Organisations (1979).
7. For a description of this project see Zangalis, C. (ed.) (1980).
8. See also: Victorian Teachers' Union (1979);
   Tasmanian Teachers' Federation (1980);
   Bedford, E.L. (November 1979);
   Shears, L.W. (1979);
   Queensland, Department of Education (1979);
   Western Australia, Department of Education (1977);
   South Australia, Department of Education (1979);
   Schools Commission (1979).
9. See also: Catholic Education Office of Victoria (February 1977).
10. See also: Technical Teachers' Association of Victoria (1979);
    Tasmanian Teachers' Federation (1980);
    Victorian Teachers' Union (1979).

Chapter 5: Ethnic Schools

1. Cited in the New South Wales Ethnic Communities Council publication, NEWSED No.13, 6, 1979.
2. An account of these trends is contained in Tsounis (1976).

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The education departments in Victoria, South Australia, Western Australia, Tasmania and the Northern Territory, together with the ACT Schools Authority made officers available to the Institute to survey and report on current action in multicultural education within their systems. The Commonwealth Department of Immigration and Ethnic Affairs provided valuable assistance including releasing several officers to assist in the review. The Catholic Education Offices in Sydney, Melbourne, Brisbane, Adelaide, Perth, Hobart, Darwin and Canberra also assisted the Institute by making officers available to survey and report on the state of multicultural education in their systems.

Informal consultations were also held with a range of senior administrators, academics, researchers, and interested individuals working in the multicultural education field. The Institute wishes to acknowledge in particular the advice provided by Dr Barbara Falk, Research Fellow, Department of History, University of Melbourne.